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Indian Famine Commission, 1898.

APPENDICES, VOL. V.

EVIDENCE OF WITNESSES

FROM THE

NORTH-WESTERN PROVINCES AND OUDH

(INCLUDES EVIDENCE OF COLONEL A. P. THORNTON, COMMISSIONER, AJMERE-MERWARA)

TAKEN BEFORE THE

INDIAN FAMINE COMMISSION, 1898.

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Appendices, Vol. V.

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INDIAN FAMINE COMMISSION, 1898.

MINUTES OF EVIDENCE

TAKEN BEFORE

THE COMMISSION

APPOINTED TO FORMULATE FOR FUTURE GUIDANCE THE LESSONS WHICH THE FAMINE EXPERIENCE OF 1897 HAS TO TEACH.

At the Chatter Manzil, Lucknow.

THIRTY-EIGHTH DAY.

Monday, 21st March 1898.

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PRESENT:

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RAI BAHADUR B. K. BOSE, C.I.E.
MR. T. STOKER (*Temporary Member for the North-Western Provinces and Oudh*).
MR. H. J. MCINTOSH, *Secretary*.

MR. R. G. HARDY, Commissioner, Lucknow Division, called in and examined.

Mr. R. G. Hardy.

21st Mar. 1898.

I put in a written statement of evidence.

The four points to which the Commission desires the evidence of witnesses to be drawn are given in letter No. 66, dated 17th January 1898, from the Secretary to the Indian Famine Commission. I will endeavour to deal briefly with them, and regret that exceptional stress of work during February in connection with the Darbar has rendered it impossible for me to submit an earlier reply or to deal with the questions in an adequate manner. The points raised have, however, been so fully dealt with in the Government Resolution and its appendices, as well as in the Revised Famine Code, that a lengthy exposition of individual opinion appears superfluous.

(*a*) *Departures from the prescriptions of the North-Western Provinces and Oudh Famine Code.*—The main departures were—

I.—*The introduction of the intermediate system.*—This matter is fully dealt with in pages 89—92 of the Government Resolution. I have nothing to add to what is there said regarding the system. In so far as it set aside rule 68 of the Code, which prohibits contract relief work, it was found open to objection and modified. This modification took effect before the system was applied to any district in this division.

II.—The classification of workers was altered (section 66 of the Code). Practically persons employed on relief works fell under classes B and D.

III.—*The breaking up of large works into small works when epidemic disease appeared.*—This was a necessary modification of the principle laid down in section 63, Famine Relief Code.

IV.—In this division Colonel Pulford's arrangements made it practicable to pay workers daily, section 87 of the Famine Relief Code being thus advantageously modified.

V.—*The exclusion of the minimum wages.*—This followed the introduction of the intermediate system.

A comparison of the revised and former Code will indicate the changes which experience has dictated. The main departures from the Code procedure are those indicated above.

(*b*) *The degree of success which has attended the measures adopted, etc.*—The general success of famine administration is best shown by the rapidity with which the people resumed their former occupations when normal conditions were established. There was no abandonment of villages, no wholesale migration. As a rule, the relief administered was adequate to keep the poorest classes alive, and to prevent the classes a little higher in the social scale—and among these I refer specially to the smaller tenants—from pauperization and from sinking into a lower position. Crime, too, though necessarily more prevalent than in ordinary years, was kept well in hand. Petty pilferings of course increased, but organized crime never got the upper hand, and it was nowhere found necessary to strengthen the existing police establishment. At the same time, efficient as were the measures adopted, it is obvious that a calamity of the magnitude and intensity of the famine must have severely affected the mass of the population and caused indirectly and in a few cases directly loss of human life.

The ultimate appeal must be to the mortality statistics. They may be taken to be sufficiently accurate for all practical purposes. Herein they differ widely from the statistics of the last famine, 1877-78 (according to the Sanitary Commissioner's report for 1877, the average period of life, according to mortuary statistics, was in Sitapur and Unao 53 years, in Hardoi and Rae Bareli 72 years). A comparison between the recorded mortality of the two periods is therefore impracticable. The report of Mr. Benett, C.S. (*vide* page 554 *et seq.*, Scarcity Relief Operations), shows how severe the mortality of that period actually was, and how much of it was due to actual starvation. Volume II, Appendix to Government Resolution, pages 137 to 139, shows the present mortality statistics, and my answer to question 248 gives the divisional statistics. The mortality of 1896 throughout the districts of the division was below the average, *e.g.*, in Lucknow the five years' average of

Mr. R. G. Hardy.

21st Mar. 1898.

deaths was 36·18; in 1896 it was 31·79; in 1897, 47·16. I append a table which puts the facts in a clear form:—

		Average mortality from 1891 to 1895.	1896.	1897.
Famine	Lucknow	36·18	31·79	47·16
	Unao	30·75	29·63	38·15
	Rae Bareli	33·93	27·54	47·18
	Sitapur	31·93	29·49	38·09
	Hardoi	31·77	35·59	55·43
Under observation	Kheri	38·44	43·82	40·59

These figures show that, in spite of the conditions of the year being favourable, there was an increase of mortality in 1897, which was marked in proportion to the intensity of the distress. It was greatest in Hardoi, where, however, there was a sharp outbreak of cholera; next worst in Rae Bareli, Lucknow, Unao, Sitapur. Deaths from starvation were extremely rare, but I can assign no reason beyond the indirect effects of famine for the increased mortality. I believe everything humanly possible was done; and I can suggest nothing to increase efficiency or economy in dealing with future famines.

(*c*) I can only suggest that test works should be made over to the Public Works Department from the outset, and that the famine programme of works should be kept up with greater care in the future.

(*d*) I have none to offer.

As to the extent and severity of the distress.

*1. The division Lucknow has an area of 12,063 square miles. It comprises six districts—Lucknow, Unao, Rae Bareli, Hardoi, Sitapur, and Kheri. The last was under observation; the other five were famine distressed, with a population (1891 census) of 4,952,944 and an area of 9,076 square miles. The population of the division is 5,856,559.

2. Both.

3. (*a*) *Vide* Government Resolution maps, pages 28 and 62:—

	Kharif.	Rabi.
Hardoi	Below 30 per cent. of normal.	Below 25 per cent of normal.
Rae Bareli	„ 30 „	„ 50 „
Lucknow	„ 40 „	„ 66 „
Unao	„ 40 „	„ 50 „
Sitapur	„ 66 „	„ 66 „

vide also Appendix I, pages 136—140 to Resolution.

4. *Vide* Government Resolution, pages 3 to 8. Hardoi district, I may note, had suffered exceptionally from previous bad seasons.

5. Yes, I do not think so.

6. The irrigated area is small. The normal *kharif* area is 2,797,646 acres; only 110,749 irrigated. The *rabi* area is 2,490,206 acres; about one-third irrigated. But half the irrigation is from tanks and fails in a famine year. *Vide* Appendix I, pages 136-137.

8. The present famine is far more intense than any recent famine; its duration was longer, and prices were far higher.

9. I do not think that it was.

As to the sufficiency and economy of the relief measures.

10. The statistics given in page 182 *et seq.*, Appendix II. I do not think the percentage of 15 per cent. should be exceeded in any portion of this division.

11. In February, the month in which relief figures stand highest, two districts, Lucknow and Hardoi, show percentages of 13·14 and 13·01. These are the highest percentages, except Hardoi January statistics. There the Deputy Commissioner inaugurated gratuitous relief on an excessive scale, which was immediately checked.

* 12. See last answer.

13. I do not think so.

15. Yes. See statistics, page 137, Appendix, Volume II:—

	Normal of 10 years.	Famine year, September to September.
Lucknow	41·34	47·16
Unao	37·79	38·15
Rae Bareli	36·52	47·18
Sitapur	35·72	38·09
Hardoi	36·42	55·43

Hardoi had lost heavily from cholera.

16. No change of relief was made in Hardoi until July 1897, when the intermediate system was introduced. It was introduced in other districts early in April. Though it caused a decrease in the number of labourers, did not exclude needy persons, nor affect the mortality returns.

17. No.

18. I think as far as was practicable.

19. Yes. See Government Resolution.

21. See Appendix III, page 195, for totals of dependants. The numbers, it will be seen, are large.

22. Yes. I consider so. In some cases where the members of a family were numerous and working simultaneously, the wage has been in excess of a subsistence wage.

24. The Superintending Engineer can supply daily statistics.

25. Infinitely higher, because famine relief has been for the first time efficient.

26. Relief works in 1877 were not opened in time and were on an inadequate scale. Had they been opened when needed, people would have frequented them.

27. See Resolution, page 40 *et seq.*

28. There was no doubt a certain amount of defalcation and some relief of unworthy objects, but owing to supervision on a very small scale.

29. Yes, and its tendency has certainly been to make the people more ready to accept charity.

30. Public Works Department relief cost R28,32,032; other forms of relief, R12,97,388.

31. Suspensions about 30 lakhs (annual revenue is 75 lakhs), see page 168, Volume II, Appendix. Remissions are under 12 lakhs. This is apart from *táqávi*—3¼ lakhs seed grain, about 3 lakhs for wells; R80,000 masonry wells.

As to the extent to which the prescriptions of the Provincial Famine Code have been found to be unsuitable.

39. These measures have been detailed in the Government Resolution, pages 33—45.

40. I visited a very great number of works throughout the division.

41. Intermediate relief.

43. A separate memorandum is attached.

44. This question is fully discussed in pages 89—92 of Government Resolution.

49. Chapter XIII of Government Resolution deals fully with this matter. The only matter which requires continuous attention is the necessity of preparing and maintaining adequate programmes for the future.

As to Relief Works.

53. See page 95, Resolution. They will be maintained in the future.

54. In the course of time the existing roads, even though kept in fair repair, can afford labour by being again raised, and in no district have all the available roads been dealt with.

55. Useful in the rains.

57. A very valuable means of relief. In this division the benefits, though considerable, are less than in the trans-Jumna tracts.

60. There is room for an indefinite number of tanks being constructed.

70. As regards many of the districts of this division, the programme of works, civil, had not been prepared with sufficient care.

71. (*a*) I should say about five miles, but much depends on the season.

(*b*) An indefinite distance. People tramped 20 and 30 miles when works were changed.

72. The case did not arise in this division. Generally speaking, work was available within 10 miles of any village.

73. As far as this division is concerned, I do not think public works of the nature described could be started.

74. I should say about ⅓rd of the labourers were resident.

*The numbers refer to the questions drawn up by the Commission.

75. No. It has resulted incidentally.

76. I consider a high task, a low rate, and a wage limit adequate tests.

77. I do not think there has been any marked aversion to residence on the works.

78. Resolution, page 99, discusses this question. In view of the extent and severity of the present famine, and of the smallness of the controlling staff, I am inclined to answer the question in the affirmative.

79. I do not think reductions were allowed.

81. To a certain extent. See Government Resolution, page 59.

82. Not to enforce residence, but R100 per charge was allowed.

84. I understand that the questions raised in this chapter will be specially dealt with by the Chief Engineer and Colonel Pulford, R.E.

114. Chapter V, Revised Famine Relief Code, deals with this question.

115. Chapter III, Revised Code, sections 31—36, deal with these points.

118. Naib Tahsildars and men fitted for that appointment.

119. Yes.

120. Yes.

121. I do not think it necessary.

123. Test works which were formerly started as civil works should be invariably carried out through the Public Works Department.

129. Five thousand is the ideal number for a charge.

133. No.

As to Gratuitous Relief.

148. See page 186, Appendix II, Government Resolution.

149. Except in Lucknow city and a few other towns. Yes.

150. Except in Hardoi for a short period in January. I consider that the persons receiving relief deserved it.

151. At the best of times their existence is precarious, and famine caused loss of labour, so that relatives could not support them and diminished charitable assistance.

142. Yes. I cannot give statistics. In Lucknow the population of *parda nashins* was large.

153. The percentages vary from 1½ to 5 per cent.

154. Yes.

155. I would prefer relieving them at their villages.

156. I never met with a case of the kind.

157. Yes, when they got used to it.

158. I think so. See the remarks in the Government Resolution.

159. Necessarily.

160. Sometimes, but not invariably.

161. If continued for a long time, it would have this tendency.

162. No.

163. Village works were started, the landlords receiving advances and assistance.

164. I am opposed to the kitchen system.

165. I think it would.

166. I doubt it. Besides, the same food does not suit all the recipients of relief.

167. Money. The recipient knows better than the donor what he most needs.

168. At their homes.

169. Very little all considered.

This relief was looked on as a "*sawab*," and was, on the whole, very honourably administered.

170. See Government Resolution, page 41.

171. In Lucknow city it was practically entirely so administered.

As to Poor-houses.

172. *Vide* Government Resolution, pages 182—205, Appendix II. The monthly totals for the division are—

November	1896	4,110
December	,,	7,497
January	1897	8,815
February	,,	8,085
March	,,	5,712
April	,,	5,231
May	,,	6,055
June	,,	7,282
July	,,	9,750
August	,,	6,847
September	,,	3,018

At its highest 1½ per cent. of the population of the division.

173. The poorest, *i.e.*, day labourers and waifs and strays. A few broken down people of the better classes came.

174. I found people of all castes in the poor-house. At first great reluctance was exhibited to enter them. But this reluctance was not confined to the better castes.

177. I cannot give statistics, but there were many wanderers, especially in Unao and still so in Lucknow poor-houses.

178. I do not think households had been broken up to a a great degree. (The comparatively small poor-house population should be borne in mind in answering this question.)

179. See Government Resolution. Poor-houses were systematically weeded and the inmates drafted either to their homes or to relief.

181. See Revised Famine Code.

183. Yes, with fair success.

184. People were not allowed to go in and out as they liked. There were very few escapes, and, as a rule, people did not choose to go with the prospect of starvation before them.

As to Relief Centres.

185. No.

As to Loans to Cultivators and Landholders.

199. See pages 162, 165, 168, and 169 of Resolution, Appendix, Volume II.

200. Yes, I think so, but there is little doubt that seed advances were to a certain extent utilized as subsistence allowances.

202. Seed and *kachchá* well advances are to be collected by the *rabi*, 1898, at latest.

As to Suspensions and Remissions of Land Revenue.

207. *Vide* pages 168, 169, Appendix II to Government Resolution.

208. Yes. No. Yes.

209. Of great benefit. I cannot say.

210. I think it should be collected without undue difficulty.

As to the mortality during the famine period.

248.—

Districts.	1891.	1892.	1893.	1894.	1895.	1896.	Famine year, 1897.
Lucknow .	38·30	37·47	27·21	52·19	25·73	31·79	47·16
Unao . .	30·81	28·77	32·30	49·71	22·14	29·68	38·15
Rae Bareli'	40·18	37·97	22·76	42·18	26·55	27·54	47·18
Sitapur .	25·90	39·93	21·35	47·12	25·39	29·49	38·09
Hardoi .	32·44	30·77	21·63	46·73	27·26	35·59	55·43
Kheri .	25·25	38·57	30·71	53·15	44·54	43·82	40·59

Mr. R. G. Hardy.

21st Mar. 1898.

As to the pressure of population.

259.—

	1871.	1881.	1891.
Lucknow	778,195	696,824	774,163
Unao	945,955	899,069	963,636
Rae Bareli	969,008	951,905	1,036,521
Sitapur	932,959	958,251	1,075,413
Hardoi	931,377	997,630	1,113,211
Kheri	738,089	831,922	903,615
TOTAL	5,315,583	5,325,601	5,856,559

261. Between 1871—81 the increase has been ·01 or ·001 a year.

Between 1871—91 the increase has been 10·17 or ·51 a year.

Between 1881—91 the increase has been 9·9 or ·99 a year.

(*President.*)—Were you Commissioner of the Lucknow Division throughout the famine?—From 1st November 1896.

Where were you before that?—I was Commissioner in Rohilkhand and Meerut.

(*Mr. Higham.*)—In regard to departures from the Famine Code in the matter of relief-works, do you consider the introduction of the intermediate system an advantage?—At certain stages.

It was not introduced in all the districts?—It was introduced in all the districts except Hardoi, and introduced there in July. We did not consider it advisable or safe to introduce it earlier in that district.

Were the people able to earn more on the Code system than on the Intermediate?—I think so. The intermediate system postulates a greater amount of strength in the mass of labourers.

Under the Intermediate system you fine more rigorously than under the Code system?—Yes.

The characteristic of the intermediate system is that there is no minimum wage?—Exactly.

Beyond that it practically does not differ from the Code system?—No, that is the main distinction between the two.

In each case each worker receives the daily wage?—Yes.

In the one case it is reduced in proportion to the shortness of the work done?—Exactly.

And in the other not to the same extent?—Yes.

Did you break up any of your large works into small works?—The necessity did not arise. There was no epidemic.

Were there no small works in progress in the Division, with less than a thousand labourers?—No.

The works in progress under the Public Works Department were mainly works of public improvement?—Raising roads and digging tanks in the neighbourhood of roads.

Did you make tanks off roads in the villages?—A comparatively small number.

Do you think there is much scope for village tanks in this Division?—I don't think there is. They do a certain amount of good, but I think the good is quite incommensurate with the labour bestowed on them, say in comparison with the tanks in Bundelkhand.

Did the Lambardars seem very anxious to have the tanks made?—No very great enthusiasm was displayed. A certain amount of pressure was required to induce Lambardars to undertake them, Government incurring half the expense.

There was no great anxiety?—No. As a matter of fact, I did not spend the allotment at my disposal.

Do you think if relief works were opened in the villages and you had tanks of that sort, it would have the effect of increasing the numbers who would come for relief?—Yes. I have not a very great amount of personal knowledge. From what I saw it seemed to me that certain well-to-do classes would undertake to work on village tanks who would not go to roads at the same distance. Where there were any big landlords their relations would quietly go and work there.

You think there is a danger that if tanks were carried out on a large scale, people of that *stratum* would get employment on them, and that the lower classes would not get sufficient employment?—I don't think that exactly. I think people would come and be treated leniently and would not fulfil the conditions of test-work.

I suppose such works would be quite insufficient?—Purely local palliatives.

One modification you mention is the payment of workers daily. Do you think that could be always insisted on?—We had works on a very large scale in the division, and after a very short time we were able to carry out daily payments throughout, almost without interruption.

And payments were made through the medium of mates?—Jemadars and mates.

People were brought on a muster roll?—Yes.

Do you think there is any objection to that or should they be paid by independent means?—Not if you have a sufficiently large inspecting and investigating staff. After a short time people knew their rights exactly. I don't think there were half a dozen complaints of non-payment.

Is there any danger of bogus entries of names and of payments which were not made?—The danger is minimised by the daily payment system. We had officers whose main duty it was to check these lists.

Did the amount you paid daily follow very closely the high price of grain?—We endeavoured to get it as close as possible.

When rates went up did wages go up *pari passu*?—Yes.

Supposing grain which was at 12 seers went down to 11 seers, would you revise the wage?—Not necessarily for one seer; it was done if there was a drop of two seers.

Who made that revision on account of the rise in prices?—It rested with the civil authorities.

They intimated it?—Yes.

The Deputy Commissioner or Commissioner?—The Deputy Commissioner reported it to the Commissioner, and the latter sanctioned it.

Is there still scope for making roads on a considerable scale by relief labour?—In some of the districts, for example, in Lucknow there is not; in the rest of the Division there is.

Were the roads made metalled also?—No, one or two may have been; metalling forms no part of relief.

You did not collect metal for roads which were not metalled before?—No: consolidation of metalling was reserved for the rains, and by that time relief had sunk to a minimum.

Do you think the roads will be effectively maintained by District Boards?—Not without an increase to the allotment. At present they are sending up schemes.

Will that form a very heavy expenditure?—The estimates for the five or six districts I have received amount to ₹75,000, and the expense will be small compared with the initial outlay.

As regards the distance from which people came to works, how far do you consider relief-works drew people?—My experience is that they would work and return to their villages, if they were four or five miles away. When they were in great necessity they would sometimes follow 20 or 30 miles.

Do you think at least one-third of the labourers were resident on works?—At least one-third I think, is pitched very low. It varied greatly with the character of the neighbouring country. On a re-consideration of the matter I should put it at nearer half.

What sort of accommodation was provided?—Huts were put up, and the necessary sanitary accommodation provided. There was no attempt made to hut the main body of labourers.

Did they make their own houses?—To a certain extent. The majority simply slept under the shelter of trees.

Do you think any resided in villages near by?—Great numbers.

(*Mr. Holderness.*)—During the rains was any attempt made to hut the people?—I would rather not speak of that, as I was away on leave at the time.

(*Mr. Higham.*)—Do you think if you have work close to villages, that it is sufficient to rely on a high task and a low rate of wage as an adequate test for relief?—If you have work at a slack time of the year, you can impose no test. No test will keep people off at a certain time.

With reference to your reply to question No. 82, was it the practice to allow R100 per charge for blankets?—It was allowed; that was the result of the Lieutenant-Governor's visit to Hardoi in September. An order was passed that an officer should use his discretion and give clothes also quietly, otherwise we should have been dealing with naked gangs.

Do you think R100 sufficient?—In many cases certainly not.

As regards the officers in charge of works, have you any suggestions to make regarding the supply of such officers?—As a matter of fact, we chose Naib-Tahsildars and drew very largely on *Kanungos*.

Had you a sufficient number from these sources?—Yes.

All the works were in charge of men of that class?—Yes, practically.

In reply to question No. 123, you say that test-works which were formerly started as civil works should be invariably carried out through the Public Works Department; why?—In the first place the Civil Department is not so capable in laying out and measuring up work, and you start with a slack system which is not desirable.

(*Mr. Holderness*).—We have been told that test works in themselves are sometimes not a sufficient test of destitution. Did you find them so?—Yes, I think I did. I think it would be a better test if they were more rigidly managed by the Public Works Department. We found sometimes that the controlling officer was not a man with sufficient knowledge to control the business. A case occurred in Kheri. I found on the test-work there that the man had no idea of laying out work. As a rule test-works were, in my opinion, too leniently managed at the outset.

Were all the districts in your division classed as famine districts?—All but Kheri.

That is Lucknow, Rae Bareli, Unao, Hardoi and Sitapur?—Yes.

In which district was distress greatest?—In Hardoi.

After that?—Rae Bareli.

After Rae Bareli?—Lucknow and Unao I should class together.

Were the whole of these five districts distressed?—Distinctly.

What population did this represent?—The figures in the Government final resolution, I must point out, are incorrect, 4,952,944.

And what was the great distress in Hardoi due to?—The distress was due to causes which were cumulative; the distress in 1896, floods, and a severe epidemic of disease as well.

And then in Rae Bareli, what was the cause of distress?—I can give no reason except that mentioned in my written answer.

When were relief measures started?—At the end of November and December, I think. In Hardoi, relief had been going on during the rains.

In other districts relief was started in November?—Yes.

What was the first form of relief adopted, public works?—Yes, and poor-houses. They began simultaneously, practically. Poor-house figures are in Volume II, page 183 of the Government Resolution. In Lucknow, I think, poor-houses anticipated other forms of relief. Village-relief was practically coincident with the Lieutenant-Governor's visit to Hardoi in the last week of December. It appears under the head "otherwise relieved."

So we can take "otherwise relieved" as village relief?—Yes.

What were the classes that first came to relief?—Agricultural labourers.

Did they come very rapidly when works were started?—Yes, *vide* page 171 of Volume II.

In December there were 70,000, in January 277,000: in February the numbers dropped. Can you tell us the cause of the rapid drop? Was it stimulated?—It was absolutely automatic and due to the rabi harvest. As prices eased, rates got more severe.

Was this merely following the Code?—Yes.

Then did you close any of the works or keep them open?—Works were kept open, mainly. There was no complaint of people being driven from works.

Were you prepared to expand if necessary?—Yes, we had the organization. Of course we expected a rush, and the rush came after the harvest.

In Hardoi the drop had not been great?—Yes, it had dropped by more than half.

The numbers rose again by 1st May to almost the old figures?—Yes.

In Rae Bareli you had the Intermediate system on your works, and numbers dropped from 70,000 to 50,000?—Yes.

Was the Intermediate system then in force?—From the 1st week of April.

Do you attribute that difference to the introduction of the Intermediate system?—To a certain extent, no doubt it had the effect.

Are you satisfied that the Intermediate system gave sufficient employment to people in Rae Bareli?—Yes, and I fortify my opinion by a reference to the death statistics at pages 137 and 138 of Volume II. I am speaking of the Division generally.

Therefore the decreased numbers do not indicate, in your opinion, that the relief given was insufficient?—I think not.

Then the Intermediate system was maintained till the final closing of the works in these four districts?—Yes.

And in Hardoi?—It was not given up till the 15th of July.

As to its effects in Hardoi, you are not in a position to speak?—No.

When was gratuitous relief started?—At theend of November.

Did this rise rapidly?—It rose rapidly in Hardoi. It rose with undue rapidity and had to be checked. We considered it was given in Hardoi in an unnecessarily extravagant manner. It was started in January and checked in February (*vide* page 183 of Volume II).

How did that mistake arise?—The Lieutenant-Governor had visited one of the villages, and finding that a certain number of people required relief, came to the conclusion that village-relief should be administered more liberally than it was. The Deputy Commissioner interpreted these orders too liberally. For a short time gratuitous relief got out of hand. It was checked by the Lieutenant-Governor's orders, and I was sent there to personally satisfy myself on the point. I satisfied myself that relief was being given unnecessarily.

In Hardoi the numbers on gratuitous relief gradually rose from 25,000 in February to 30,000 at the end of April, and 39,000 at the end of May, and reached 43,000 in July, after which they began to go down. What was this gradual increase due to?—My own idea is that after the check in February the pendulum swung too far and had to be adjusted. There had been changes of administration, and some of the officers took a more lenient view than others.

In the final form, were the lists in July adequate to meet the necessity?—I should think so.

In other districts had you many people on gratuitous relief?—We had a very large number in Lucknow, but nothing like the numbers in Hardoi.

In placing people on the gratuitous relief lists, did you restrict it to classes which the Code mentions?—Yes. No able-bodied persons received relief, except *pardá nashin* women.

In the case of people who were able-bodied, were they relieved at their homes or sent to works?—The general rule was to send them to works.

In the case of a widow?—Exceptions were made in such cases.

Was the definition in the Code found sufficient in practice as regards relief at their homes?—I think so.

Regarding persons incapable of labour and dependent on persons on works, was any effort made to send them back to villages, and place them on gratuitous relief?—My impression is that it was not done until the Intermediate system was introduced.

And then they were sent back to their villages and placed on gratuitous relief?—Yes.

Did that involve an increase in the numbers on gratuitous relief?—I don't know that a number of people who had not been there previously came on.

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In order to supervise this gratuitous relief, what increase of establishment had you?—In most districts we doubled the Naib-Tahsildar and *Kanungo* staff. In Hardoi we trebled the staff. The increase was commensurate with the distress.

In Hardoi how many *Kanungo* circles had you?—Twenty-six or twenty-eight I, think. I am not certain.

There was a Naib-Tahsildar in each tahsil?—Over a *Kanungo* there was a Naib-Tahsildar, over the Naib-Tahsildar we had special inspecting officers. The organization in Hardoi was very strong. There was about one superior officer to each Tahsil.

Were these circles sufficiently small in your opinion?—The idea was that in making these circles, they should be such as a *Kanungo* could inspect once a fortnight.

Did he do that?—Yes.

Do you think that, on the whole, the money got to persons who were entitled to the dole?—I have been to many villages alone and made enquiries. My impression is that, although their was some defalcation, there was far less than one would have expected.

And the allowance was 4 pice to a man, 3 to a woman, and 2 to a big child?—Yes, and 1 to a small child.

Where did you draw the line between a big and a small child?—I think at 5 years.

This was not changed?—No.

Did you find this allowance suffice?—Yes; some saved money.

Do you think they were helped in villages in addition to getting this?—A few of the higher castes were, possibly. Naturally the villagers did not obtrude their charity at a time when Government was assisting.

Practically you found that they did not deteriorate?—Not only that, but I found they were improving on that extraordinarily low dole.

You don't happen to know how they spent it?—We left that entirely to them.

Then as to poor-houses, were any of the poor-houses very full during the famine?—At one stage Hardoi was extremely full during the famine. That is the only one that could be said to be over-crowded in any way. The poor-house population was not extraordinarily large. At the beginning the Hardoi poor-house had a number. See page 183 of Volume II. The theory was to relieve people in their villages.

They were drafted to villages?—Yes, they were sent with a letter to the Patwari, who was told to put them on the gratuitous relief list.

Who were the people in the Bareilly poor-houses?—There the inmates were from emigrants from across the Ganges.

What was the class in poor-houses generally?—After the weeding operation had been carried out, they consisted mostly of waifs and strays, broken down atoms of society, and a sprinkling of others.

Did you use any coercive measures to keep people in the poor-houses?—At the beginning we had to send some in carts. The professional beggar class were always trying to leave the poor-house and beg, so we prevented egress. I did not allow them to leave when they liked.

What was the health of the poor-houses like as a rule?—I have no statistics, but I think the mortality was extremely high. In Lucknow and Unao we had a stream of people from Jhansi.

All through the famine?—No, towards the end things very much improved. At the time village-relief was not in full swing.

There was a certain amount of wandering?—Yes, I was a good deal struck by it.

(*Mr. Stoker.*)—Even from outside the Province?—Yes, even from the border.

(*Mr. Holderness.*)—Do you think the poor-house ration was sufficient?—I never went into that from a physiological point of view. I saw some of the poor-houses often, and I can say that the people improved very much on the diet, whatever it was. The Lucknow poor-house I visited constantly, and there was a distinct improvement in the appearance of the people.

As to the wage workers got on works. Carriers were on the D wage?—Practically everything fell under B and D.

I suppose the bulk were on the D wage?—Yes.

And as to the sufficiency of that wage. Did it keep the people in health?—Yes, I should say so from the general appearance of the people. Their appearance distinctly improved, that was the opinion of both natives and Europeans. Of course works began in the most inclement season of the year. As we got on, their appearance distinctly improved.

Were they at the same time able to supplement their food from the crops of their fields, from *mahua*?—There were no crops at the time. In Hardoi and Sitapur the grain fields were certainly raided by the workers.

Was there any saving from the wage?—I am inclined to think there was, especially in the case of families.

Did you get any evidence of that in the way of pice not returning to the Treasury?—Yes, the amount of pice that returned to the Treasury was a very small fraction of the amount given in wages.

In what condition did you find non-working children?—That was the worst point. At the beginning the condition of children did not improve in the same degree as that of adult workers.

Why?—I enquired into a great number of cases.

As a rule, you found the children looking worst?—Yes. The workers did not give them as much as they should have had.

A question has been raised whether the cash allowance under the Code is sufficient or not, and whether that might not have something to do with the deterioration of children. Have you any opinion on that point?—It errs in my opinion on the side of severity, but I am not prepared to fortify my opinion by distinct facts.

You mentioned that the persons who came first were agricultural labourers. Later on did cultivators come?—Yes, to an appreciable extent.

In all districts?—It was most marked in Hardoi, and less so in Rae Bareli and Unao.

Did the cultivators show any marked reluctance to live on the works?—I am not prepared to answer that question. There is a note on the subject by the District Engineer of Rae Bareli.

It has been suggested to us that big works, with the necessity of residence, scarcely provide for cultivators who cannot leave their homes, and that some work in the neighbourhood of their villages is necessary. I should like your opinion on that point?—I think our system sufficiently provides for cultivators.

Do you think that some member of the family remained at home?—Yes, undoubtedly.

Do you think if these small civil works were started, they would help the cultivators?—Yes.

Do you think works were sufficiently numerous to relieve distress?—I think so. On the map* you will find that works permeated the whole district. I think there was work within a reach of 10 miles everywhere.

Would going a distance of 10 miles necessitate residence on works?—Yes, they could not walk back that distance.

Was there any special relief for weavers?—Yes, in connection with the Charitable Relief Fund at Unao where there is the largest number. In connection with that I wrote to Government to make advances to them to weave clothing, which was distributed to the people as gifts from the Relief Fund. There is a special colony of weavers at Unao.

That was not started till late?—No.

Meanwhile what did they do?—A great number came to the works.

Did you have many complaints from *Julahas* that they could not work?—No.

And outside Unao there are no large colonies of weavers apart from the ordinary agricultural labourers?—I don't know.

The weaver question has not been a pressing one?—No.

Is the Division recovering from the effects of the famine?—From a merely external point of view, after the harvest I think it will have absolutely. Of course the load of debt remains, but no land has been thrown out of cultivation as the result of famine. There has been no disintegration or disorganization of villages.

On what class does the load of debt fall?—On every class that has any security to give.

* Not printed.

Externally the country shows marks of recovery?—Absolutely; I think *kharif* grain is now about the normal.

(*Mr. Stoker.*)—Wheat?—That is within 25 per cent. of the normal, and is dropping every day.

(*President.*) What is the normal for wheat?—*Vide* page 42 of the new Code.

(*Mr. Holderness.*)—As to the public health now?—It is practically normal.

There was a certain increase in the death-rate during the later months of the famine?—I understand there was an acute type of malarial fever, and not only the poor, but also the well-to-do suffered. It occurred not only in famine districts, but also in Pilibhit. There is one point; if you look at the returns of 1894 you will find they were as bad as for the famine year.

I see in 1894 there was a very high death-rate. Was cholera bad in that year?—I believe the main cause was an acute form of malarial fever.

Was this your own observation, or was there any evidence that there was any malarial fever prevailing?—I have heard it referred to; I have not gone into the question.

(*Dr. Richardson.*)—When did you say poor-houses were first opened?—In November, except in Hardoi. The poor-house there was first opened in the rains of 1896.

Did they fill pretty rapidly when they were opened?—Yes.

And were the people who came to them mostly very distressed, or straggling, wandering people?—There was a certain proportion from the main roads, Lucknow to Unao. A considerable proportion were waifs and strays from the adjoining districts.

You said the mortality was very great?—Yes, as the men improved in health they were weeded out, and the unwholesome residuum was left.

Do you happen to know the prevailing diseases in the poor-houses?—There was a good deal of fever and dysentery, specially in the colder months, also diarrhœa; ulcers were not uncommon.

Were there many cases of foul ulcers?—A good many. It did not strike me as abnormal. Dysentery was the prevailing disease.

That is, these were diseases due to privation?—Yes.

And fatal?—Yes, dysentery especially.

Were there sufficient medical attendants?—Yes, every poor-house had medical attendants, and the arrangements were good after they had once been put into shape.

Was the District Medical officer able to go himself to tahsils?—Continuously. In this district we had a special staff. There was a Native Assistant Surgeon and there were special commissioned officers, whose sole duty it was to see the poor-houses.

There was no want of medical comforts?—No. There were regular hospitals.

The sick, I think, were not treated in the poor-house but in a separate hospital?—Yes, separately in a hospital.

Were those suffering from diarrhœa and dysentery removed from the poor-house and treated separately?—In some cases. In some cases a separate *tatty* was put for them.

It is laid down that a separate hospital should be erected?—Yes, that was carried out. In some tahsils we brought them into the central poor-house.

I think in some cases that the poor-houses, from failure to separate the sick from other inmates, became something in the nature of a pest-house?—The sick were invariably separated, but not put into absolutely separate compounds.

Were there any orphanages?—No. We kept the orphans at poor-houses.

Were there large numbers?—Not very large. In Hardoi the number was considerable.

Was their condition bad when you got them?—Not strikingly bad. Not as bad as in the 1877 famine.

Did you hear or know if the mortality among children was high?—I have no statistics.

You mentioned that kitchens were found useful for feeding up children?—Yes.

They throve well?—Their change was apparent at once.

It follows that the quantity and quality of the food were sufficient?—They were given under medical supervision.

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Do you think the rapidity with which the poor-houses filled is any kind of gauge of the acuteness of distress in the district?—Yes, of course.

If they came from a distance that would not be the case?—No. In certain districts, specially in Hardoi, we had to use great pressure to get them there.

You said there was a severe epidemic of cholera in Hardoi. Was it confined to Hardoi?—Yes, and lasted for a short time. The deaths never exceeded a thousand a month. We used permanganate of potassium in the wells, and that had a great effect in localising the cholera.

You believe in the efficiency of permanganate of potassium?—This was done on the authority of the doctor.

Do you think this epidemic of cholera was due to the famine in any way, or would it have happened in any year?—In the case of Hardoi the epidemic was distinctly traced to Nimar.

Did you break up the camps?—Yes; we segregated the people at once. The segregation was, on the whole, successful.

Did the people believe in the efficiency of treating the wells with permanganate of potassium. What was their view?—They simply accepted it as one of our ideas. We met with no opposition from them.

Did they express any opinion as to its possible effect?—I heard nothing.

(*Mr. Bose.*)—What grain was taken as the basis for calculating the wage?—The prevailing cheapest grain; *jawar* or *bajra*.

Did they have any cheaper grain to fall back upon?—One cannot invariably take the cheapest grain; for instance at Rae Bareli there was *chuppur*, which was not considered to be advisable by the Medical officer.

In other provinces there were many cheaper grains which the people bought?—We as a rule took the cheapest.

(*President.*)—Was wheat ever used as the basis?—It was so dear that we put it outside of our calculations.

(*Mr. Holderness.*)—What did you take in November?—To the best of my recollection, we started with the ordinary *kharif* grains, maize, *bajra* and *jawar*. We kept varying with the prices. As the *rabi* came in, we fell more on barley.

In the case of cultivators and others who stayed at home, how were they supported? From the earnings of those who went to works?—They must have had some resources of their own. The amount a man got on works would not have been sufficient.

In the rains had you any difficulty in providing for works?—I was not here during the rains. There is always a difficulty. For that reason they were kept on the collection and consolidation of metal, but by that time there was a tendency on the part of the people to go away.

It has been said that the cost of providing for works and of hutting is so great and the discomforts such, that it is better not to have works during the rains and to expand village relief instead. What do you say should be done in a case of that kind?—It is a question of locality to some extent. If you have no work to carry out I think you would be driven to give gratuitous relief, but owing to its demoralizing effects, I would not give it till forced to do so.

Did hutting present any difficulties?—I prefer this question should be put to some one else.

Were there any starvation deaths?—They were very few; 8 or 9 were reported. One was enquired into by myself. I found that in the case reported the man had some bullocks, some brass vessels and a charpoy. I did not consider that was a starvation death.

(*President.*)—Do you think there is any evidence that a permanent rise in the price of food-grains in India has taken place of late years?—I think a distinction is to be drawn between wheat exported from the country and other grains consumed in the market.

I am speaking of other food-grains?—I don't know of any other food-grains being exported from India. This is a very large question. It is connected with the currency. I don't think this famine will have any effect in permanently keeping up prices.

Is the export of food-grains from India in a series of years on such a scale as to materially affect the ability of the country to feed the population, or to materially reduce the reserve stocks held at a particular point of time in the

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country?—If you take statistics as regards these Provinces, the proportion of land under wheat, and the proportion that was exported, you will find that was a very small fraction of the total food-supply.

Apart from relief works, did the wages of labour go up or go down during the time of scarcity?—As far as I know, there was no rise in the price of labour. Employers had opportunities of driving hard bargains in certain cases.

(*Mr Holderness.*)—How are agricultural wages paid?—Mostly in cash.

(*President.*)—Have they been changed from kind to cash?—I cannot say. They are now paid in cash. I don't know this Division as well as Rohilkhand. In Rohilkhand, *Batai* is very much in force.

I believe the labouring population tends to steadily increase?—The population generally shows symptoms of steady increase.

And the prices of food-grains tend to rise?—That is the tendency.

Do you think the wages of the labouring population tend to rise in proportion?—Certainly they tend to rise. I am not prepared to say in proportion.

Is there reason to fear that owing to the rise in the prices of food-grains and the rise in the number of labourers, and the tendency of wages not to rise proportionately that the labouring class will in future be frequently subjected to privation?—Certainly that is the great curse of the Indian situation.

Are there any signs of increased intensity of cultivation in the most thickly populated districts?—No, I do not think so.

Is there much emigration from the more thickly populated districts?—The tendency is that way.

Were rents paid in kind?—In cash generally.

(*Mr. Holderness*).—Did you receive any complaints from employers of labour as to the injurious competition of relief works?—No, but I heard there were some complaints.

Did you have any difficulty with the Public Works officers in working relief works?—Absolutely none.

Were the Code instructions sufficient?—Quite enough. I don't think there was five minutes' friction throughout the entire famine.

Under paragraph 59 of the new Famine Code, the districts are to be divided into "Famine" and "Scarcity" districts. Would you consider that your districts were "Scarcity" or "Famine"?—I should say thay were all "Famine" districts.

If this new Code were in force would you feel safe in applying the system of departmental works laid down for "Scarcity districts" in your Famine districts?—I am not sure that I should. I believe in the next famine people will come more willingly to work. As a matter of fact, people did not come to famine work till they had run down. I am not prepared to say I should like to adopt a severe test at the outset.

Your inclination would rather be to start with the procedure prescribed for Famine districts?—Yes, except that I would have no public works under civil officers.

(*Mr. Higham.*)—In the ordinary course of things, a state of scarcity would precede a state of famine?—Yes, with proper administration it would.

On relief-works you would always begin with the intermediate system?—Not necessarily. The fact is that people will not come to work till they have run down, so that I should hesitate to adopt the intermediate system.

(*Mr. Stoker*).—The Intermediate system is piece-work, not a task-work system?—Exactly.

The amount of work being limited?—Yes.

You attach importance to there being no minimum wage?—Yes.

Are you of opinion that there was a tendency to demoralization in the fact that people by doing a nominal amount of labour could earn a living wage?—Distinctly.

In answer to question No. 82, you refer to the grant of R100 for blankets. That was at the beginning?—Yes.

When the Charitable Relief Fund was established, it took it over?—Yes, and a large grant was made.

I think R10,000 were given to Colonel Pulford?—Yes.

There was a reference made to the decrease in the numbers on works at the end of March?—That was coincident with the *rabi* harvest ripening. As the new *rabi* crops came in the numbers fell off simultaneously.

It was important of course that the people should not be detained on works at a time when there was field employment available, and when it was necessary to secure the harvests?—Exactly.

That added to the increased food supply, and you thought at the time it was necessary to stiffen your rates; you thought there would be no risk in changing your system in order to secure the harvests and so reduce the numbers?—Quite so.

This was the policy of Government?—Yes.

It served the double end of saving the State the expenditure of supporting people who could find employment in their fields, and of preventing any interference with private labour?—Exactly.

Of course to some extent you anticipated the fall in prices that the reaping of the *rabi* harvests was bound to bring about?—Yes, to some extent.

Is it not a fact that a great deal of grain was kept in the people's own houses, and not sent to the market?—Yes.

That knowledge made you feel safer in clearing the works?—Exactly.

With reference to the poor-house system, your object was to clear poor-houses of all people who could work by drafting them to relief works, and by this means and by putting people who had no fixed residence on village relief the result was to leave only a residuum of helpless persons, mostly unfitted for work?—That was so.

That largely reduced the poor-house to an infirmary?—Yes.

That might account for the mortality?—Yes.

Are you inclined to think that the poor condition of the children was due in part at least, besides the neglect of their parents, to the nature of the food and feeble digestive powers of the children, and the difficulties of cooking?—Yes.

You think there is a tendency for a number of small works to attract the better class of labourers?—Yes.

You had no experience of a large system of small works under departmental control?—No.

Then I presume it would be useful in case of a violent outbreak of disease?—Yes.

As regards starvation deaths, have you any reason to believe that any of them were due to relief not being accessible?—Very few cases; I don't think more than four or five. The few cases were of homeless wanderers. There was relief within 8 or 9 miles of every part.

Was there any case of a person found starved with a relief ticket in his pocket?—No.

(*Mr. Holderness.*)—Were privation cases, as apart from starvation, reported by the Police?—They would be reported as starvation cases, I think.

(*Mr. Stoker.*)—Patwaris had instructions to afford temporary relief, had they not?—Yes.

And lambardars had similar instructions?—Yes.

(*President.*)—You mentioned in reply to a question that the number of persons on gratuitous relief in Hardoi had to be greatly reduced at one time?—Yes, in January 1897. There were a number whom I had to turn off.

Mr. A. R. Sutherland.

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MR. A. R. SUTHERLAND, Executive Engineer, Meerut Provincial Division, Buildings and Roads Branch, Public Works Department, North-Western Provinces and Oudh, called in and examined.

I put in a written statement of evidence.

NOTE OF EVIDENCE.

1. The most important departure from the prescriptions of the North-Western Provinces and Oudh Famine Code which occurred in these Provinces during the recent famine was the introduction of the "Intermediate system."

2. This system, which was intended to be introduced into districts not severely distressed, may be described as one of small contracts given to petty local men at a rate sufficiently

high to enable them to pay the labourers working for them fixed wages, and at the same time leaving a small margin as profit for themselves.

3. The weak point of this system was the very natural tendency of the middleman or contractor to employ only the more able-bodied workers to the exclusion of the weakly and inefficient, those who were most in need of relief.

4. In order that the relief should reach those who were most in need of it, it was obvious that the contractor or middleman should not be employed, and accordingly, under a Government order, a new system was introduced which may be termed the "Modified Intermediate system."

5. Under this system the work was given out to the relief workers themselves at certain rates: the work was supervised and measured up by the Public Works Department staff and payments made directly to the workers. The workers were told off in parties of one digger and two carriers, the latter generally dependents of the digger. Each party had its work allotted to it, and they were fully given to understand the rates at which they would be paid and that the amount earned would depend upon the quantity of work they did. No Sunday allowance was admitted, the rates and tasks being so fixed that an ordinary family of one digger and two carriers were able to earn as much as they would under the Code system, including the Sunday allowance.

6. It was often found necessary to employ more than two carriers to each digger when the number of the former was excessive, and these were generally employed in breaking clods and dressing the banks.

7. It is doubtful whether this "modified system" is suitable for districts in which the distress is very acute; but in districts not so affected it undoubtedly has advantages over the Code system and could well be adopted.

8. It was introduced into the Cawnpore and Fatehpur districts and in parts of the Allahabad district, which were not severely distressed, after the spring crop had been cut, and no difficulty was found in its working. It, moreover, had the effect of keeping down the numbers on the works by deterring many who otherwise would have come had the works been carried out on the Famine Code system.

9. The main feature in this system is that there is no minimum wage. Payments are made by results, and a fair wage can be earned by a fair day's work.

It effectually excluded from the work the idler and useless worker or those who could find more congenial work elsewhere.

10. In addition to there being no minimum wage, a maximum wage was also fixed. This prevented the professional digger from earning more than was actually necessary for relief.

11. In districts therefore not severely distressed the "Modified Intermediate system" has distinct advantages over the Code system, and it, moreover, fulfils the main objects of relief; that is, it affords relief to the extent of saving life and is undoubtedly more economical.

12. In the various famine reports submitted by the Public Works officers it has been generally stated that there was no difficulty in measuring up the work of individuals, that is, of each digger separately, and paying accordingly. This may be so in a charge on which the numbers are not great: but in the Allahabad district, where the numbers on some of the charges exceeded 4,000 or 5,000 workers, the difficulties in forming small parties of three, the labour and time in checking and measuring work were very great and imposed a heavy strain on the whole staff.

These difficulties have been fully explained in paragraph 43 of Mr. C. G. Palmer's final report, and the experience gained in the Allahabad district led finally to the adoption of the gang system in place of the individual party on some of the large charges.

The workers were formed into gangs as on the Code system and the work of the gang measured up, instead of that of the individual. The total quantity done, divided by the number of diggers in the gang, gave the average quantity done by each individual digger. The payments to diggers, carriers, and other workers were fixed and paid on a sliding scale which depended on the quantity of work done.

13. The wages thus approximated very closely to those of the Famine Code on any given grain basis, and the system practically assumed the same form as the Code system, with the one great difference—the absence of a minimum wage.

14. Another important departure from the Famine Code was the substitution of cooked food to children of seven years and under (not being in arms) for the money payment made to their parents. It was a noticeable feature throughout the famine that, whilst the adults improved in condition, the children showed little or no signs of improvement. This fact led to the distribution of cooked food, and the improvement in the condition of the children was very marked a few weeks after its adoption. The cooking of the food and its distribution gave little or no trouble, and was managed and supervised by a small addition to the ordinary staff of a charge.

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15. The substitution of cooked food to children in place of the money payment to the parents should certainly be adopted in all future famines and instituted from the very first opening of a relief work.

16. Under the provisions of the Famine Code, cooked food or parched grain is distributed to all new comers on a work.

This concession was found to be much abused, and it can only be upheld on the assumption that the resources on which the people had existed before coming on to a work were exhausted the very day they arrived. It is difficult to exercise any proper check or control over such expenditure, and it leaves an opening for daily peculation on a small scale.

The question of giving cooked food might well be left to the discretion of the officer in charge, and should only be given to those whom he considers to be actually starving.

(*President.*)—What office did you hold during the famine?—I was Executive Engineer, 1st Allahabad Division, comprising the districts of Allahabad, Cawnpore and Fatehpur.

How long did you hold that position?—From the 25th January 1897 to the 8th November 1897.

(*Mr. Higham.*)—Was Banda included in your Division?—No.

Did you introduce the intermediate system into all the districts of your Division?—Yes, gradually.

Did you begin with the first intermediate or contract system?—Yes, in Fatehpur. In that district we began with the intermediate, then we had the Code system and then after the rabi was cut we had the modified intermediate system.

Can you describe the system you began with in Fatehpur?—The work was given out on petty contract at the usual rate.

How many people were employed under one contractor?—I myself was not in the Division while this system was in force.

Did you know of any contractors employed on more than one work?—No.

What was the plan you had with the contractors?—They were supposed to pay those under them at the given rate.

Were they compelled to employ all sent to them?—Yes, I was told so, but I think the tendency was to employ only the able-bodied.

Turning now to the system described in paragraph 5 of your note. Was the work given out at the given rate to the gang or to the family?—We began with the family.

Who did the family consist of?—One digger and two or three carriers.

Did you keep a muster roll?—Yes, but not a nominal muster roll.

Did you keep an account of the number in each family?—Yes.

You gave up the family system in favour of the gang?—Yes.

When was that?—In May in part of Allahabad. We found the family system very hard to work indeed and so we tried the gang system which we found much easier.

What was the gang system?—It was very much the same as Code work.

You paid the headman?—Payment was made according to the amount of work done, and not according to the constitution of the gang. Payment was made to the digger with reference to the work he turned out.

Was the amount paid to the carriers a fixed sum with reference to the work turned out?—Yes, a fixed sum was paid to each carrier.

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If the number of carriers varied the total amount paid to the carriers would vary with the number employed, and not with the quantity of work turned out?—Yes.

Then why do you call this payment by results?—Because each party would be paid according to the amount of work done.

Yes, but the amount paid for a given unit of work would depend on the number of carriers employed. Is that not so?—Yes.

Did you pay one individual for the whole gang?—No, we paid each man. They were paid separately.

What was the difference between this and the family gang?—We paid individuals, but the work was measured by the gang. When the gangs were enlarged we paid each digger. We were able to do so as they were in continuous trenches. We did not necessarily measure each digger's work as we paid on the average of the total work of several diggers in a continuous trench.

If one digger did more and another less they both received the same?—Yes.

This is not the modified intermediate system?—Not exactly.

On the task-work system did you ever fine a man below the minimum?—I don't think so.

I want to know the difference between the task system and your piece-work system?—Well, there is practically no difference.

Comparing the statement of wages in paragraph 5 of my notes on the North-Western Provinces works with the scale of wages paid on the intermediate system in the Allahabad Division, I understand you to say that they are the same?—They seem very much the same.

Are they identically the same?—I cannot say.

Turning to paragraph 7 of your written note why do you think that the modified system is not suited for districts in which the distress is very acute?—The tendency of the people is as a rule not to come on till the very last moment. And besides the absence of a minimum wage renders it unsuitable to acute distress.

Is this absence of a minimum wage essential to the system?—I think it is.

Except as regards the minimum wage I cannot see the difference between the two systems. Where you had the modified system did you have gratuitous relief for the children from the beginning?—Yes.

Was it not supposed that the amount earned would cover the cost of food for the children?—Yes, it was.

Was the Sunday wage paid to the piece-workers?—No.

Could the piece-workers earn higher wages than the other workers?—Very much the same.

(*Mr. Holderness.*)—Did they not have to earn their Sunday wage?—Yes, in the one system they earned it and in the other they were given it.

(*Mr. Higham.*)—When payments were made was it the custom to pay every individual separately and not the digger only?—Yes.

The intermediate system was severer and less liberal than the original?—I do not think so. But it had the effect of making the idler work.

What wages did you pay?—They were paid on the ten-seer basis. I think the digger got 7 pice on the ten-seer basis if he did his whole task.

What was the full task?—In South Allahabad it was 65 for which he got 7 pice.

The carrier?—The carrier got five pice for full task.

Did the man carrier get the same as a woman carrier?—So far as I can remember it was 7 pice for the digger, 5 for the male carrier and also 5 for the female carrier.

What fine was made if the task was short?—One pice, but much depended on the discretion of the officer.

Did you pay a money dole to the children?—Yes, till April or May, when we introduced children's kitchens universally. But on smaller works where there were no kitchens we continued to pay the cash dole.

Had you difficulty with the carriers under the intermediate system?—Yes, we generally had more carriers than we wanted.

You had to introduce extra carriers?—You gave three instead of two carriers?—Yes, very often. I should say that there was almost always one extra, *i.e.*, a third carrier, and sometimes there were four carriers. We also had to employ separate gangs of carriers as dressers.

(*President.*)—Under the modified system cooked food was given to the children from the very first, but not to the aged dependents?—Yes. The aged dependents were sent off to the villages or to poor-houses.

Did the people object to cooked food being given to the children?—No, except at the very first.

(*Mr. Holderness.*)—With reference to the remarks in paragraph 8 of your note, were people really requiring relief kept away?—No, I think not.

Could a man, his wife and one child have earned as much as on ordinary task-work?—Yes.

Under the Code task system had you any difficulty in exacting a reasonable amount of work?—Yes, we had.

What was the reason. Could they not do the work?—In some cases they were really unable to perform the task, but very often they were content to earn the minimum wage.

If it was a reasonable task how many were able to perform the full task?—75 per cent could do the task if it was reasonable.

Could you trust your work agents to fine properly?—It was difficult to get the work agents to fine and to do so fairly.

Had the Civil officer anything to do with the fine?—Yes, it was his duty to check the gangs and measurements, but he very often had not the time to do so.

Under your system the officer in charge was directly under the Public Works Department?—Yes.

Had you any complaints from private employers that they could not get labour?—No.

From what distance did the workers generally come?—Three or four miles.

What proportion of them resided on the works?—About 50 per cent. or more.

In the cold weather did they suffer much?—I think they did.

Did you help them?—Yes.

In the rains what class of work did you give them?—Stone-breaking chiefly. It was almost impossible to carry on earthwork.

What class of people came on the work?—Agricultural labourers mostly.

After cholera broke out in March you had a number of small tanks?—Yes, we had several tanks under one charge in several cases. Each tank was then only part of a charge. That brought the work close to the homes of the people and so caused a rise in numbers.

Do you think the tanks will be useful to the villages?—Yes, they were very anxious to have them.

So you are in favour of these small works?—Yes. They involve no residence on the works.

If you had to prepare a famine programme would you bring in this system?—Yes, I would. But you must increase the supervision.

How about the wage, was it sufficient?—Yes, I think so.

The D wage?—I think the D wage a fair working wage: I think the people improved on the D wage.

And what was the condition of the children?—The children were decidedly the worst. But there was a marked improvement in their condition when the village works near their homes were opened.

(*Dr. Richardson.*)—How did you fight the cholera?—We fought it by dispersing the people. But they only carried it about with them.

Where did the cholera come from?—From Rewah, I think.

Do you think the crowds on the works tended to keep it up?—Yes, I think so.

Was the water-supply pure and sufficient?—Yes.

Did you take measures to protect the wells?—Yes, we used permanganate of potassium.

What do you think of that?—It seemed to do some good.

Was the cholera connected with the water?—I think not.

(*Mr. Bose.*)—What was the maximum wage referred to in paragraph 10 of your note?—The maximum wage was fixed higher than the maximum B wage of the Code.

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(*Mr. Stoker.*)—Under the Code system there was a fixed task; the labourers could not go above that task; if they did less than that task, they were fined and there was also a minimum wage; was it your experience that people would come to the work for a short time only and get the minimum wage?—Yes.

Under the modified intermediate system they could not do that; if a man did below 30 feet he got nothing at all?—Quite so.

The intermediate system was therefore a payment by results system?—Quite so.

Was it your experience then that this intermediate system kept away the people who came merely to trade on the minimum wage provision?—Yes.

Mr. J. S. Meston.

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Mr. J. S. Meston, Director of Land Records and Agriculture, North-Western Provinces and Oudh, called in and examined.

I put in a written statement of evidence.

I regret having been unable, through illness, to have these notes prepared earlier and printed. If the Commission considers any point in the notes to call for amplification, I shall gladly work it up and submit the results later.

2. During the period of scarcity I was employed, up to April 1897, as Settlement Officer of Budaun, an "observation" district, and thereafter as Director of Land Records and Agriculture. I had thus no direct executive connection with the relief of famine. The only points therefore on which I venture to submit evidence to the Commission are:—

(*a*) Crop returns and their value.

(*b*) Prices of food-grains.

(*c*) Food stocks.

(*a*) *Crop returns and their value* (*Q.** 36 *& Q.* 37).—The crop returns in these Provinces are based upon the field-to-field entries made by the patwari in his khasra. For the autumn crops the entries are made during a tour which lasts from 15th August to 30th September, and for the spring crops during a tour which lasts from 1st January to 15th February. A statement (*Jinswar*) is prepared by the patwari after each tour, showing the gross area under each crop in each of his villages. This statement is due at the tahsil for the autumn crops on 15th November and for the spring crops on 1st April. Abstract Jinswars for the district, showing the total crop areas by parganas, are due in the Director's office on 15th December and 1st May respectively. The dates on which the crop statements are due at the tahsils, and consequently become available to the district officer, are within two or three weeks of the beginning of harvest operations. If there is reason to anticipate a failure of crops, the patwaris can be relieved of other duties (*e.g.*, the tabulation of the rent roll or *khatauni*) and instructed to expedite their tour and the preparation of their crop statements. The latter could then be in the district officer's hands at least five weeks before the ordinary date of harvesting. The present system of returns thus affords, I consider, sufficient time for the district officer who studies them to estimate the extent of any crop failure. It may be mentioned that rough statistics of the cropped area were obtained for Government, upon special requisition, by 20th October for the 1896 autumn crop and by 9th January for the 1897 spring crop.

The information conveyed by the crop returns is, I believe, as accurate as can be wished, in so far as it concerns the area and kinds of crops actually sown. The supervision of the field book is close and intelligent; and its record of crop areas is as complete as there can ever be any necessity for.

The information as to crop failures and the condition of crops has not, however, the same completeness. The patwari is bound to record in his diary, at the close of each month, the general condition of the crops in his circle, stating whether they are good or injured by deficient or excessive rain, frost, blight, insects, etc. In similar terms he must report the condition of his crops to the Supervisor Kanungo, when that officer visits his circle; and the Kanungo is expected to report to head-quarters any points of exceptional importance that may thus come to light. As a fact, this is generally done with reasonable speed and intelligence.

The khasra entries make no attempt to record the condition of the crop in a field unless it has utterly failed. The arguments against leaving the patwari to estimate the probable outturn of a crop are very strong. But if the crop has entirely failed, by non-germination or as the result of drought or excessive moisture after germination, the area of such failure has to be measured by the patwari and recorded in his field-book. The area of failure (*tukhumsokht*) is totalled for each crop and shown as a deduction from the cropped area in the village Jinswars. The deductions are noted at the foot of the Jinswars in red ink, and a glance at them shows the extent of crop failure in any one village or in the pargana as a whole.

It is of course possible to have very severe distress as the sequel of a generally poor harvest, without any appreciable extent of *entire* crop failure; *e.g.*, if every field gave some yield but the average yield for the tract were only a 4-anna one, there would be no *tukhumsokht* deductions and yet there would be general privation. To meet such a case, I cannot propose that the patwari should be responsible for a field-to-field estimate of the crop outturn as part of his regular duty. I consider the task would be beyond his powers and would be on the whole badly done. But I believe we must trust to the growing intelligence of the Supervisor Kanungos as a body to give us speedy and trustworthy information of the state of their circles and of each part thereof. The Government of these Provinces has the improvement of the Kanungo staff steadily in view, and the views on this subject enunciated by the Government of India in their Resolution of 20th March 1897 will greatly strengthen this Department in endeavouring to raise the calibre of our Supervisors, and their value as a source of accurate knowledge of rural conditions.

(*b*) *Prices of food-grains*—(*Q.** 3(*b*) *& Q.* 282-300).—The comparative prices of food-grains at different periods in these Provinces is a question I have been working at for some time: but I will not venture to offer incomplete figures to the Commission. The want of a common measure of prices, especially since the expansion of the export trade and the appreciation of gold, is the chief obstacle to a proper comparison of prices. I hope to get over it in time by the use of "index numbers," but would rather not discuss the subject at present.

Taking prices of food-grains simply as measured in current coinage, I submit diagrams† showing the comparative *average* prices that ruled during the recent famine and the three scarcities that preceded it in these Provinces. I also submit, with the Local Government's permission, a † note which I prepared on the deductions to be drawn from these diagrams, and at the end of the note I have ventured on a few observations as to the comparative resisting power of the people at different famine periods.

(*c*) *Food stocks*—* (*Q. 264 and others*).—At the wish of the Government of India I was directed to prepare an estimate of the stock of food-grains in reserve in these Provinces. With the permission of the Local Government I submit a copy of my † report on the subject. My conclusions briefly are that, during the period of general distress (autumn of 1896 and spring of 1897), the outturn of the harvests was 6¼ millions of tons short of a full average outturn on a full normal area. At the same time that, when to this outturn is added the net balance of imports, and when the great contraction of food-consumption incident to a famine is allowed for, the stock of grain existing in the Provinces before the rains of 1896 was drawn upon to the extent of only 2½ millions of tons. What that stock was, however, it is impossible to calculate with any precision.

In a joint note presented to the last Famine Commission by Sir Charles Elliott and Sir E. C. Buck, the annual surplus of food in the Provinces was calculated as in ordinary circumstances 660,000 tons. Mr. Holderness brought the calculation up to 1891, when he considered the annual contribution to the provincial reserve of food stocks had fallen to under 300,000 tons,—the result of the growth of population and the activity of export. The figures I have now tabulated would show that the annual surplus during the ten years preceding the Famine has been barely 200,000 tons. This would mean that the 2½ million tons drawn from our reserves during the famine swallowed up the accumulations of 12½ years.

The value of these figures depends entirely on the accuracy of our estimates of outturn and our estimates of consumption. The Local Government incline to think that the former may be unduly low or the latter unduly high, or that both errors may be combined. I do not think the figures of outturn are materially under-estimated: but it is quite possible that our average standard of consumption is over the mark.

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* The numbers refer to the questions drawn up by the Commission.
† Not printed.

Mr. J. S. Meston.

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Turning to the question whether the growth in population is outrunning the capacity of the Provinces for the production of food, I submit the following figures. They are for the whole Provinces excluding the districts of Kumaun and Garhwal, and they are tabulated for 1886-87, the first year for which we have complete returns, for 1892-93, the last average good year the Provinces enjoyed before the famine, and for 1894-95, the year immediately preceding the first outbreak of distress in Bundelkhand:—

	1886-87.	1892-93.		1894-95.	
	Acres.	Acres.	Variation over 1886-87.	Acres.	Variation over 1886-87.
1	2	3	4	5	6
Cultivated area	33,896,866	33,946,871	+0·1%	33,522,034	−1·1%
Double cropped area.	6,511,759	7,235,974	+11·9%	8,841,736	+35·8%
Irrigated area	7,749,348	9,193,354	+18·6%	6,002,679	−22·5%
Area under food-grains.	34,894,156	36,433,565	+4·4%	36,520,408	+4·7%
Area under pure wheat.	4,912,006	4,640,697	−5·5%	4,627,816	−5·8%
Area under other food-grains.	29,932,150	31,792,878	+6·0%	31,892,592	+6·4%

If during these years we take the rise in population as having been constant at the average annual ratio of increase for 1881—91, we may put the growth of population in column 4 at 3·6 per cent. and in column 6 at 4·8 per cent. over 1886-87. There is thus in the figures no striking evidence of the population out-running the production of the Provinces. But of course it has to be borne in mind that the large extension of the practice of double-cropping that has marked the last generation has swollen the area figures by large tracts of inferior productive capacity, and that the changes in cultivation generally have not been accompanied by a corresponding growth of cultivating efficiency. The actual improvement in the food-supply is thus considerably behind the advance which the percentages of rise in the cropped area would indicate. At the same time I see no reason to believe that it is behind the advance in population.

Our figures of import and export show, roughly speaking, that the Provinces exported on an average 150,000 tons of wheat annually during the decade 1886—96 and imported about 80,000 tons of other food-grains. Taking the average annual wheat outturn of the Provinces as 2 millions of tons, we thus parted with 7½ per cent. of our yield to foreign consumers. But one of the first principles of population is that it does not increase beyond the ordinary food of the people: and the production of the cheaper grains—especially gram and rice—has up to the present been able to keep ahead of the growth of population. The decline in the wheat area during the decade preceding the famine is, however, I consider, a cause for some anxiety.

(*President.*)—How long have you been Director of Land Records?—Since April 1897.

(*Mr. Holderness.*)—You have drawn up a note on the existing food-stocks of the North-Western Provinces and Oudh?—Yes.

Briefly speaking, what is the conclusion you have arrived at?—The conclusion is that during the 10 years preceding the general distress the average surplus in the Province was not much less than 200,000 tons a year.

You assume that has been accumulating for 10 years?—Yes.

Have there been fair harvests during that time?—On the average it was a season of fair harvests. Slightly under the normal probably.

What was the deficiency in the harvest of the famine year?—The deficiency was below the normal by 6¼ million tons.

What balance would that leave to be supplied from the accumulated surplus?—We should have swallowed up 12½ years' surplus.

What is your general impression as to the food-stocks of the country?—I have not been able to find any exact evidence on the subject.

What is your conclusion on the question whether the food production is progressing more rapidly than the population?—I don't think that the population is progressing more rapidly. I have given certain figures to show that the change in the method of cultivation during the last 10 years and still more during the last 30 years, has been greatly in the direction of increasing the double croppings; secondly, a larger supply of inferior grain is accessible to the people and the percentage of increase of area of the poorer grains keeps ahead of the increase of population.

During the period from 1880—1890 has the cultivated area increased much?—No, it has not.

The double-cropping area has increased by 11·9 per cent.?—Yes. In 1894-95 there was a great stimulus.

As regards the area under food-grains, has that increased?—Yes, largely at the expense of cotton and also in consequence of the increased production of the second crop.

What was the increase of area in food-grains?—From 4 to 5 per cent.

What is the explanation of the decrease in area under pure wheat? Is it capable of definite explanation?—I have searched, but not with any definite success, to find a reason. It is a recognized fact that wheat is grown to pay rent. The cultivator hands it over to his bania or landlord. The fact that wheat is decreasing is difficult of explanation.

What is the average net export of these Provinces as regards wheat?—During the last 10 years about 150,000 tons a year.

Does much food go out?—No, on the contrary it comes in. There are errors owing to defective registration of road and river traffic.

As regards the net outgoings of food-grains, is that serious do you think?—It is less than 1 per cent. of the outturn.

Have you formed any conclusion as to the movement of the prices of food-grains during the last 10 or 15 years?—The difficulty is to get a common denominator, to discover the purchasing power of the rupee. Against the rupee there has been a distinct rise in prices of food-grains, most markedly after each famine. The prices never seemed to return to what was normal before the famine.

What was the price of wheat when the present famine ceased?—About 9¾ seers.

And of common grains?—Fourteen seers on the 14th of October.

At that time famine was supposed to be over?—Yes.

Has there been any further drop since?—Yes, a material drop; last week wheat was 12 to 14 seers, but gram is very dear; *jawar* is 19 or 20 seers; the better rice is somewhat high. Everything except gram has returned to the old point.

Side by side with this increase in the money value of food-grains has there been any corresponding increase in the wages of the ordinary unskilled labourer?—No. The wages of the unskilled labourer have stood fast for the last 21 years. In 1896 they were precisely the same as at Cawnpore in 1874.

I suppose the custom as to payment of agricultural labourers varies in different places?—Yes.

Have you got any information on that point?—No general information as regards the Province. My own personal knowledge is mostly confined to Rohilkhand. The agricultural labourer is paid very largely in grain there. Occasionally he gets a cash douceur at certain seasons.

Is that the regular labourer?—Yes, the year's labourer. The monthly labourer is paid entirely in grain.

In any district are you aware whether during the famine the grain wage was converted into the cash wage?—Yes, on account of the dearness of grain.

What is the explanation of the great growth in the double-cropping area. The cessation of cultivation of cotton?—I think so. Rohilkhand shows a cessation of cotton cultivation. Thirty years ago cotton was most important, now it is unimportant. Now there is *bajra* and rice which are always followed by gram or peas. There is of course also the pressure of population.

And extension of irrigation do you think?—I suppose so in the Canal districts.

(*Mr. Stoker.*)—Did you notice any unusual approximation of prices between the better and coarser grains?—The approximation is greater and more regular than in any previous famine year.

What construction do you put on that?—That there was a larger percentage of the people who protected themselves from famine by dropping from the superior to inferior quality of food than had been the case previously.

By deduction from that it appears that the percentage of population habitually feeding on superior grains was larger

before the recent famine than in previous famines. That is that the standard of living had so far been raised?—Yes.

Does that agree generally with your observation?—If one excludes the landless labourers I think it does.

Do you think that during the recent famine stocks of food were largely held up by the people themselves?—That was the general impression in the western part of the Provinces where I was during the earlier part of the famine. The impression was that in Rohilkhand stocks never fell below three months' supply. The popular tradition is that ordinary stocks are sufficient for a year.

Do you think they were held up more than usual by cultivators themselves and less by traders at large centres?—Undoubtedly. Zemindars complained of the difficulty of collecting their rents. Cultivators being under the impression that worse things were going to befall them refused to pay their rents.

Is it also borne out by statistics of imports and exports into different parts of the Provinces?—The analysed statistics bear that out.

(*Mr. Holderness.*)—What do they bear out?—The holding up of stocks during the earlier part of the famine. Meerut was actually importing during the winter of 1896-97.

(*Mr. Stoker.*)—So Meerut instead of exporting grain continued to import it at the earlier part of the famine?—Yes, it did distinctly.

Are the tenants in the Meerut Division in a better position to do that than elsewhere?—Their holdings are larger and more protected by canal irrigation.

Their average prosperity is greater?—Yes, better than in the east certainly.

Have you any reason to believe that this rise in prices will continue in any degree after the famine has passed away?—Prices were very slow in falling. No doubt that was largely due to the desire to restore stocks. Now they are not quite what we used to consider normal. I doubt if they ever will return to the normal.

It is your investigation of statistics that leads you to think that the power of resistance of the people now has been greater than that displayed in previous famines?—I have only approached it from the point of view of prices. From that point of view I consider the existing power has been greater; that is, a number of people are in a better position now than they were formerly.

Did you observe in that connection the period in the development of the famine at which people began to come to relief, that is to say, were they able to hold out longer than in previous famines?—Judging from the prices of food at the time they came on they certainly were able to hold out longer. In 1869 the Provinces were recognized as being in a state of distress when wheat was 12¼ seers to the rupee and barley 15¼. In 1874 general distress was declared when wheat was 12¼ and the poorer grains 14 seers; in 1877 when wheat was 10¾ and barley 12. And in 1896, taking the 15th October as the point at which distress was marked, wheat was 8 seers and the cheapest ordinary inferior grains at 11 seers, that is to say, comparing these periods people held out in 1896 until prices had reached a considerably higher standard than had driven them to relief on previous occasions.

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So that the conclusion you draw is that on this occasion there are fair indications that people displayed more prudence and power of resistance?—I think so.

And a higher standard of living?—Yes. It might also be pointed out that they went off relief earlier, that is they were able to return to their homes with prices considerably stiffer than had induced them to go off relief on previous occasions.

In considering the export of wheat for instance, do you regard this drain of wheat out of the Province as a source of danger or safety?—At its present proportions I regard it as a source of safety. Within certain limits the larger wheat area we have the greater protection it is against famine.

May we also assume that the production of a certain amount of grain affords a resource in time of difficulty?—That is what I meant to say.

But for the foreign export the same amount of food-grains would not be produced. There would be no surplus produced. The surplus produced in good times becomes available for home consumption in times of distress?—Yes. The prospects of profit in the wheat export induce people to keep up a certain area which would otherwise decrease.

Do you think in this famine people had resort to quick growing vegetables and other diet like *mahua*?—Yes, undoubtedly. The area under such cultivation was considerably over the average.

Was that due to the organization of measures or spontaneous on the part of the people themselves?—I really cannot say. Of course the vegetable area especially is essentially restricted, it is largely under cultivation by skilled classes.

Was the assistance given in the way of takavi advances any additional cause of unusual production of subsidiary crops?—I have no doubt it was. I am not exactly in a position to give evidence on that point. I have not studied the question.

(*President.*)—I don't know if you have studied the subject of how often the people feed in the North-Western Provinces?—I have not studied it specially.

Does a man get two cooked meals a day?—My own experience is that he has some cold, parched gram or suttoo in the early part of the day, then at 12 o'clock he has a cooked meal and at night another cooked meal.

(*Dr. Richardson.*)—Need any one have starved if he had money in his purse?—I don't think so.

(*Mr. Holderness.*)—How many tons of carrot seed were obtained from England?—108 tons.

How much of that was sold?—We had 1,064 maunds left after the distribution was complete.

Do you know whether that seed was successful?—The red Mediteranean variety was undoubtedly good, but the other varieties mostly failed in the hands of the cultivators.

MR. A. M. W. SHAKESPEAR, Collector of Moradabad, called in and examined.

I put in a written statement of evidence.

Mr. A. M. W. Shakespear.

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My evidence refers to the Rae Bareli district of the Province of Oudh.

The population is a purely agricultural one. It exceeds one million persons.

The famine was caused by the early cessation of the rains of 1896. The main crop grown in the district in the autumn is rice. This requires an amount of water which no human labour can provide; artificial watering was of some use in the case of *juar* and, where watered *juar* gave a good crop. This was practically the only crop that came to anything.

Rae Bareli must inevitably suffer from a famine on a failure of the rains. There are no canals. Irrigation is from tanks; these were absolutely dried up.

The remaining irrigation is from wells. The well water did not fail. Previous seasons had not been good. Stocks were undoubtedly low previous to the famine proper.

Large works were commenced in October under Civil officers, but were soon taken up by the Public Works Department. These works were under the Famine Code until late in the famine, when the intermediate system was introduced. Poor-houses were under the Code; village relief was under Code rules. The end of February saw the largest numbers on relief works, about 78,000.

(*b*) The success of the measures, as far as saving life, was good. As regards economy, also good.

(*c*) I am of opinion that on the commencement of a famine the people will not at first go to works at a distance from their homes.

They will gladly attend work within a radius of eight or ten miles. The nature of the works to be taken in hand must differ in each district. In Rae Bareli I consider large tanks most appropriate. I do not hesitate to say that the large tanks dug during the famine are of permanent benefit to this district.

(*d*) Dependents should be separately classified and fed; they should not be paid.

I think that kitchens for children under ten years of age should be attached to each work, and that no money should be paid to children on the works. In some cases the parents appropriated their children's earnings, and the children suffered.

Speaking of the Rae Bareli district, I am of opinion that on a general failure of rain there must be a famine either complete or partial; partial only if the stocks of the previous

Mr. A. M. W. Shakespear.

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year are large, but there must be a famine in consequence of the large rice area in the district.

In the case of a failure of the rains I would suggest that October 1st would be the latest date for opening test works; and that if these test works are resorted to largely, works under the Public Works Department should be opened not later than November 1st.

With the object of having men ready at a moment's notice to undertake the charge of these works, I would suggest that a list of not less than twenty men be prepared from the Collector's ordinary staff.

This list should be revised each year. For the purpose of distributing village relief the staff of supervisor *kánúngos* should be utilized. On no account should the men thus detailed for famine work be transferred for famine work in another district until the Collector of the district on whose staff they are certifies that there is no possibility of a famine within his district.

(*President.*)—You are Collector of Moradabad?—Yes. My evidence refers to the Rae Bareli district.

You were there throughout the famine?—I arrived on the 16th November 1896 and stayed there till the 23rd December 1897.

(*Mr. Holderness*).—Was there scarcity throughout the whole of the district?—Yes.

Would you call it merely scarcity, or real famine?— Real famine.

In November were relief works in progress at all?—On the 31st October we had 1,649 people on works. At the end of November 13,234. We had three charges.

And then did numbers go beyond that?—At the end of December there were 22,490. On the 30th January 70,439. The maximum was reached on 25th February when we had 78,079.

When did numbers begin to go down?—There were 45,491 on 13th March, 25,725 on 27th March, and 10,454 on the 26th June.

At the time that maximum was reached the ordinary Code system of relief was in force?—Yes.

When was the intermediate system introduced?—On 1st April.

So that numbers had commenced to go down when the intermediate system was introduced?—Yes.

Had the intermediate system the effect of keeping down the numbers, do you think?—I think the intermediate system interfered in no way.

Do you think the intermediate system gave sufficient relief to those who required it?—At that time I think it did. Not at the beginning.

Do you think there was an amelioration of conditions after the cutting of the rabi harvests?—Yes.

Did prices fall?—Yes, prices were 13½.

And before that time?—9 and 10.

I suppose the labourers had made a considerable amount in the harvests?—Yes.

You continued the intermediate system till the end?—Yes.

When you started the intermediate system, do you remember whether kitchens were begun earlier or subsequently?—They were started with the intermediate system for children.

Did the people complain at all of the intermediate system? Was it less popular with them than the Code system?—I am not prepared to say that.

When you had these large numbers on relief, with the Code system, do you think there were many people on relief who did not require it?—There was nobody who did not require it.

What class were they drawn from?—On the 27th February 1897 we had 78,200 on works. I had a census taken, the result was, we found, that Chamars and Koris formed 64·9 of the whole population.

What castes sent the balance?—Every kind. There were six or eight castes on works.

As to occupations, have you any separate information as to whether they were labourers or cultivators?—Chamars and Koris were labourers. Weavers were ·03 of the number.

Are there many weavers in the district?—Very few indeed.

The cultivators did not come to the works to any great extent?—I think some families came on, but not the whole family.

How did the cultivators get on: had they other resources in their villages?—I think the cultivators had some little resources, one or two fields or holdings.

In addition to these works, were any smaller works started by landlords?—Yes.

From Government advances?—Yes, one-third of the Government advances to be returned in two years.

In addition to these works, did landlords spend their own money on improvements on works in order to keep people together?—Two or three did.

How much did they spend?—About ₹33,000.

Was that money well spent, do you think?—I think they were mistaken in making bunds. I don't think bunds are suitable. They required tanks there.

It was honestly taken?—Yes, and honestly worked.

Do you think they employed the right class of people?—They employed their own people.

Did they take only able-bodied persons?—All kinds.

And did they pay fair wages?—Yes, the wages were fixed.

When did you start gratuitous relief?—On the 13th of January.

How many people had you on gratuitous relief?—The maximum was 11,464 in March 1897.

Who were put on?—Only the blind, lame, halt and such kinds.

Do you think that form of relief a good thing?—I think most excellent.

Did you find it difficult to work and to get the proper classes?—There was no difficulty at all. The people were unable to do any work.

Did the introduction of the intermediate system increase the gratuitous list at all?—It did not in any way.

Your poor-house population was large?—There were 3,107 in February 1897. That was the highest point.

What was the cause of that large poor-house population? Were they wanderers and people without a home?—They were mostly wanderers and professional beggars.

In what state did they come? In a very emaciated state?—Yes, very.

Were these people belonging to other districts?—They were mostly from my own district. There were some people from Fatehpur and a few from Unao.

Was there much wandering about the country?—No.

Were there many deaths in the poor-houses?—The mortality was high.

Had you any deaths returned by the Police from starvation?—None were returned except early in the year.

Were there many returned?—Fifteen were returned, but there were no names given.

Were these enquired into?—Yes, but there was found to be nothing in them.

Were they untrue cases?—Twelve were. One was a leper who came on a pony, so he could not have been starved.

Were any deaths returned as due not to starvation directly, but to privation?—I got no such returns.

As to general mortality; that was very high in some months, was it not?—In March, April, and May. That was the time when there was most grain in the district.

From your observation, do you think they have suffered severely during the famine period; or have they been sufficiently relieved?—I think they have been sufficiently relieved. No land has been thrown out of cultivation.

The question is whether sufficient relief was given to the cultivating population?—I think they were sufficiently aided.

Do you think they had some resources to go on with?—I think so.

When did you leave the district?—On the 23rd December.

At that time had it risen to the normal?—Yes. Everything was stopped on the 29th September. There were no beggars.

How far had people to come for work?—Never more than 10 miles.

To what extent did they live on the works?—I think those who lived four or five miles off, went backwards and forwards. If they came from further away than that, they lived on the works.

Did one-third or one-fourth live on the works ordinarily?—A great deal more than that.

Had they any strong objection to residence on works?—None at all.

Had they to be hutted at all?—We hutted them as far as possible. It was not possible to do so on very large charges.

(*Dr. Richardson.*)—Were your medical arrangements efficient and sufficient?—Yes, I think so.

How many poor-houses were there?—Four.

In four tahsils?—Yes.

You said that the mortality was very high in the poor-houses?—Yes, very high.

Was that owing to the condition in which they were received?—Yes. If they got well they went to works or were drafted to their homes. The remainder were very weak, and many died.

Was there any trouble in disposing of the dead?—No, they were buried.

There was no crematorium for the Hindus?—No.

How did the small-pox come?—I don't know. It was only on the works.

Were there any measures taken to vaccinate the children on works?—It was constantly done.

You didn't have much cholera?—It was nothing very serious.

(*President*).—Did you form any opinion on the efficiency of the D wage?—I think it was quite sufficient.

Were they able to supplement it?—Those who went home did, not those on works.

Is it a *makua* district?—Yes. That was the saving of the district.

I suppose they could buy that?—They need not. They could pick it up.

(*Mr. Holderness*).—I suppose a good deal was sold?—Yes, and a quantity was exported.

(*President*).—What was the staple grain used in calculating wages?—It varied.

What was the grain used?—At one time *chapri* which was at 10 or 11 seers.

At that time what was used in fixing the wage?—Barley and jawar mixed.

(*Mr. Holderness*).—Didn't you get orders from Government as to the rate?—Yes. I think it was 10 and 12 seers.

Yours was a 12-seer district after March?—Yes.

That was practically left unchanged till the rains?—Yes.

(*President*).—What was the object of the order?—To stiffen the rates.

The returns of deaths were made by chowkidars—Yes. They were the backbone of the system.

Do you think that the returns are likely to be as comparatively accurate in a famine year as in an ordinary year?—I think the numbers would be correct, though I could not give castes.

(*Mr. Higham*).—There was no difference made between a man and a woman in regard to wages?—No, not if they were both carriers.

You had no women digging?—Yes, at one time.

Under this system it was impossible to distinguish between a male and female if they were carrying?—Yes.

Your piece-work system was carried out when grain was at 12 seers?—Yes.

Did prices even go beyond that?—No.

If prices varied, was the rate for piece-work varied?—No. The Government order on the subject never came to us.

Supposing prices went up in the market?—I should have reported it to Government and got the rates altered.

Mr. F. W. BROWNRIGG, Deputy Commissioner of Sultanpur, called in and examined.

I put in written answers to the Commission's questions.

As to the extent and severity of the distress.

* 1. In this district the whole area was affected, *viz.*, 1,707 square miles, with a population of 1,100,000.

But all portions of the district were not equally affected.

Speaking generally, it may be said that the parts which felt the pinch most were—

(1) the villages skirting the river Gumti on both sides, in its passage throughout the district from the north-west to the south-east corner;

(2) those tracts which depend mainly on their *jarhan* crops for food supply, *viz.*, *pargana* Amethi and the eastern half of *pargana* Aldemau.

The area and population of (1) cannot be given with any real approach to accuracy.

The area of (2) is, in round figures, 430 square miles, with a population of, say, 255,800.

2. The distress was due to both the causes ascribed. The rains stopped short in the last week in August 1896, and, bar a mere shower or two afterwards, and those ill-distributed, we had no real rain till January 1897. Prices rose rapidly, and remained abnormally high all through 1897 and have not really touched their normal level yet in some instances.

3. (*a*) The failure in the rains may be gathered from the following figures:—

Name of raingauge.	Month.	Years. 1891.	1892.	1893.	1894.	1895.	Average of 1891—96.	1896.
Sultanpur	June	0·57	4·34	15·50	13·96	4·67	7·81	5·39
	July	7·11	10·33	10·04	10·34	14·06	10·39	4·30
	August	25·30	22·57	6·17	14·74	11·45	16·15	11·36
	September	9·23	2·86	9·26	6·40	9·40	7·43	0·09
	October	2·42	0·00	8·66	20·43	0·00	6·30	0·00
	Total	45·13	40·15	49·63	65·87	39·58	48·08	21·05
Musafirkhana	June	0·00	4·20	14·60	14·10	9·60	8·50	6·20
	July	5·20	9·90	13·60	10·70	13·30	10·54	3·00
	August	21·90	23·30	8·10	20·30	10·10	15·70	10·70
	September	7·10	3·70	12·70	11·00	10·70	9·04	0·10
	October	3·30	0·00	5·20	28·00	0·00	7·30	0·00
	Total	37·40	41·10	49·20	84·00	43·70	51·08	20·00
Amethi	June	0·00	5·40	6·67	13·45	6·75	6·45	2·75
	July	5·54	6·60	9·45	15·40	13·65	9·93	5·25
	August	24·75	16·69	5·60	15·80	9·65	14·50	11·30
	September	7·50	5·35	13·30	10·40	5·00	8·31	0·70
	October	1·30	10·00	3·30	21·30	0·00	6·28	0·00
	Total	39·09	34·04	43·82	76·35	34·05	45·47	20·50
Kadipur	June	0·00	3·00	15·50	18·00	5·17	8·33	7·60
	July	5·70	16·90	15·95	25·00	24·21	17·73	5·40
	August	23·10	27·40	7·00	20·45	5·53	16·70	10·10
	September	6·10	2·35	16·70	3·90	9·60	7·73	0·37
	October	1·70	0·00	6·30	40·10	0·00	9·62	0·00
	Total	36·60	49·65	62·45	107·45	44·51	60·11	23·47

* The numbers refer to the questions drawn up by the Commission.

Mr. F. W. Brownrigg.

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It is not so much shortage in the aggregate quantity as want of rain at the proper time that induces scarcity or famine.

The variation in harvests from the normal may be gathered from the following table:—

Tahsil.	Crop.	Average outturn of 1891—95, in annas.	Estimated outturn of 1896.
		As.	As.
Sultanpur	Early rice	14	6
	Juar, etc.	13	7
	Late rice	13	2
Musafirkhana	Early rice	14	5
	Juar, etc.	12	6
	Late rice	11	2
Amethi	Early rice	15	5
	Juar, etc.	12	10
	Late rice	13	3
Kadipur	Early rice	13	6
	Juar, etc.	11	8
	Late rice	14	3

(*b*) Prices of food-grains of all sorts ranged much higher than in ordinary years, and also ran much higher than in the previous famine of 1877-78, as the following figures will show:—

Month.	Common rice.			Juar.			Wheat.			Gram.			Arhar.		
	Normal.	1877-78.	1896-97.	Normal.	1877-78.	1896-97.	Normal.	1877-78.	1896-97.	Normal.	1877-78.	1896-97.	Normal.	1877-78.	1896-97.
	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.
September	16 4	9 8	9 8	24 0	...	...	16 8	13 0	13 0	26 0	...	...	26 4	...	13 8
October	16 8	9 12	8 12	24 0	...	...	15 12	9 4	8 6	23 8	12 0	10 2	24 8	...	11 8
November	16 8	10 0	8 0	23 8	...	10 0	16 4	11 3	8 8	22 12	...	10 3	23 12	...	10 10
December	15 0	10 8	7 14	19 0	...	10 6	16 4	12 0	8 0	21 8	...	9 4	21 8	...	10 4
January	14 0	9 0	8 4	20 0	25 0	10 2	16 0	11 11	8 0	21 0	...	9 6	21 8	...	10 3
February	14 0	10 0	8 14	21 0	24 0	10 6	16 8	12 6	9 6	21 0	...	9 4	22 8	...	11 12
March	14 0	11 0	9 0	22 12	24 0	11 2	17 8	13 0	10 4	23 8	...	10 4	25 0	...	11 14
April	13 0	11 0	8 12	23 0	24 0	...	15 12	13 2	11 4	23 0	...	11 10	23 0	...	13 10
May	13 0	10 8	8 8	21 8	...	...	16 0	12 8	10 8	23 4	...	10 8	24 0	...	13 12
June	13 4	9 8	7 12	18 0	...	...	15 8	12 0	9 8	20 8	...	9 10	23 4	...	11 4
July	12 12	8 9	8 0	16 0	...	...	15 4	11 15	9 2	20 0	...	9 8	21 12	...	11 0
August	11 12	9 8	8 2	17 8	...	...	15 0	12 9	9 4	19 8	...	9 8	20 4	...	11 4

(The prices current in 1893-94 have been taken as normal prices. Complete figures for 1892-93 were not available.)

Speaking generally it may be said that during the famine months of 1896-97 the lowest prices at which grain was sold were higher than the highest prices touched at any period of the 1877-78 scarcity.

4. The outturn of the years 1893 and 1894, taken on the whole, was somewhat below a fair average in most respects. The rains of 1894 were unusually heavy and protracted, and much injury ensued from flooding and over-saturation. The *rabi* sowings were washed out of the ground; in some places twice. The spring harvest of 1895 was accordingly light and below par. Insects had proved very troublesome. The rains of 1895 were much more propitious, and the *kharif* was a fairly good one, and the spring crops of 1896 superior to those of the three previous years. It may be said, therefore, that the people had a little in hand, although not much, when the rains suddenly ceased at the end of August 1896.

5. Under normal circumstances the population of the affected area enjoys a fair measure of material well-being. The labouring classes are always more or less in a precarious position, but not owing to any special causes. They may be said to aggregate about 15 per cent. of the total population. This is a purely agricultural district. There are no large towns in it. The only town is Sultánpur, and it has less than 10,000 inhabitants. There are no others with even as many as 5,000 people.

6. The district, speaking generally, has good facilities for irrigation. The cultivated area is 55·4 per cent. of the whole, and 35·9 per cent. of it is ordinarily reached by irrigation. The parts I have mentioned in No. 1 are specially dependent on timely rain, *viz.*, *jarhan* tracts of Amethi and Aldemau and the riparian zone along the Gumti.

7. In the *jarhan* tracts the failure of the rains in 1896 found the people with something, though not much, in hand. It is usual in such parts of the country for folk to keep up their stocks, but they had grown rather reckless and had let them run very low. Still they had something in hand, or they could not have pulled through as they did. They are already taking steps to remedy this deficiency and the last *jarhan* crop, being a pretty good one, has given them a useful start in this policy of thrift.

The people in riparian villages rarely keep stocks, except where they have a large portion of good *tarái* land in their estates.

Ordinarily speaking the labouring classes live from hand to mouth, and do not keep any stock of food in reserve.

8. This district should *never* suffer from real famine, it seems to me, if proper precautions are taken. Of course nothing can prevent the distress attendant on high prices; this will be inevitable; but with the facilities which we have for irrigation, scarcity should never deepen into famine here. In 1877-78 *pargana* Amethi suffered severely; more so, I gather, than in 1896-97. Many tenants forsook their holdings then; they did not do so this time. The distress here would have been much alleviated if the Rája of Amethi had done his duty. He did practically nothing for anybody.

9. No, I do not think the extent of crop failure and distress was wrongly estimated here. The danger was very real. Had not Government, by free advances, shown that the cultivators' credit was secure, they must have suffered severely.

As to the sufficiency and economy of the relief measures.

10. I am not in a position to state. This district suffered only from scarcity and high prices.

11. Our highest daily total in February 1897 did not exceed 3 per cent. of the population.

12. I would reply in the negative.

13. It is hard to answer these queries in a general way. We had relief works well situated in every tahsil, and poor-houses at each tahsil head-quarters; yet there is no doubt many preferred to eke out a precarious livelihood at their homes, or even to die there, rather than go to either.

15. The mortality during the scarcity months of 1896-97 was in excess of the normal, but I do not see how this could really have been prevented to any appreciable extent.

A great deal of the extra mortality, *viz.*, 6,723 deaths or nearly 18 per cent. of the whole, was attributable to a virulent small-pox epidemic (*vide* answer to question 252).

This outbreak, there is reason to believe, was independent of the scarcity; that is to say, it was in no way attributable to its presence, directly or indirectly.

The question so raised was elaborately discussed after the 1877-78 famine, and very carefully investigated by several well known officers, who were all agreed that the famine was not the cause of the epidemic, which, as in 1896-97, played such havoc then.

The deaths of children under one year of age during the scarcity months of 1896-97 were 11,564, or 30·63 per cent of the whole mortality as against the usual average of 27 per cent.

In all these figural displays it has to be borne in mind that the gradual increase in population is a factor involving a certain amount of error in calculations based on the census returns of 1891.

Subjoined is a statement comparing the death-roll during the scarcity months of 1896-97 with analogous figures for the five preceding years:—

Month.	Average number of deaths for five years from 1891-92 to 1895-96.	Rate per thousand on the total population.	Number of deaths from all causes during 1896-97.	Rate per thousand on the total population.
September . .	2,731	2·54	1,777	1·65
October . . .	3,016	2·80	2,020	1·88
November. . .	3,603	3·35	2,338	2·17
December . . .	4,429	4·12	3,155	2·93
January . . .	2,825	2·63	3,438	3·19
February . . .	2,141	1·99	3,521	3·27
March . . .	2,513	2·33	4,268	3·97
April . . .	3,472	3·23	4,969	4·62
May	3,584	3·33	3,861	3·59
June . . .	2,455	2·28	2,624	2·44
July	2,028	1·89	2,761	2·57
August . . .	2,314	2·15	3,023	2·82
Total .	35,114	32·64	37,755	35·10

16. The numbers on relief in this district were never so large as to vary to any great extent with changes in the scheme of relief.

17. Not here.

18. Yes.

19. Yes.

20. Yes.

21. Here they have been comparatively small.

22. The task was a full one and the wage a bare subsistence one.

23. This depends very much on the size and character of the sub-division. We had two relief works in tahsil Kadipur, one on each side of the river, we had two in tahsil Sultanpur, one on each side of the river. One each in tahsil Musafirkhana and Amethi proved enough. Ordinarily speaking, residence on a relief work in this district was not liked by the people. When it got too far away from their homes, numbers of the workers would leave it. Residence certainly does constitute an effective and fair test of necessity.

24. The highest total of persons relieved on works, excluding dependents, at the period of maximum pressure in February 1897, was, in round figures, 13,700, or 1·27 per cent. of the total population.

25. I cannot say.

26. I have no experience of previous famines. However low the wage may be, people who do not actually need relief are, to some extent, certain to resort to a well-managed relief work if it is in the vicinity of their homes, and there is no real way of preventing this.

27. Kitchens were not opened here, except privately and for children only, in March and April 1897, and to a small extent. Gratuitous relief was given through the medium of poor-houses, and by means of doles of grain or money to persons at their homes as found necessary. Each supplemented the other.

28. Yes, as a general rule, I consider that it was. But without the very closest supervision it is impossible to avoid occasional abuses in a matter of this kind. I have heard of cases where such relief was given unnecessarily. If the circle officer is a dependable man, such abuses will be rare. Doles of grain are preferable to money if possible. It involves more trouble no doubt, but if the help were in grain, people would not die of starvation with money in their pockets, as is said to have happened.

29. I understand gratuitous home relief as administered in these provinces has been a special feature of the 1896-97 famine. I think it undoubtedly was the means of keeping households together. It was, perhaps, the one feature of relief which most impressed the people with the desire of Government to help them. Any demoralizing effects it may have had were, I consider, of a transient nature, and have since passed away.

30. The gross cost of direct famine relief in this district was ₹1,12,223.* The numbers of persons relieved in terms of units of one day's relief was 1,417,935; the cost of relief per unit was 15 pies.

* This includes ₹25,024, which is the portion of recoverable advances which is eventually to be realized on account of 65 (*a*) works.

31. In this district we advanced—

(1) for earthen wells, ₹26,000;

(2) for seed, ₹31,000;

(3) for masonry wells, ₹77,000;

and out of a total revenue demand of ₹13,02,500, the sum of ₹2,90,980, or 22·3 per cent., was suspended, and ₹89,900, or 6·90 per cent., eventually remitted. I am unable to compare these figures with those of any previous famine here.

32. The net result of the famine on the economic condition of the classes mentioned, so far as this district is concerned, has been less marked than might have been expected. They have all shown considerable recuperative energy, and a good autumn harvest has already done much to set them on their legs again. If the present spring crops reach maturity safely, there will soon be very little effect of scarcity left here.

33. I can think of none so far as this district is concerned. In some ways it is the lower literate classes, who cannot dig and are ashamed to beg, that suffer most privations in times of famine.

But the system of relief works in force finds suitable labour for many even of them as clerks and *jamadars*, and even as mates.

As to the arrangements existing for ascertaining the imminence of scarcity.

34. I have no suggestions to offer.

35—37. *Patwaris* are employed throughout these provinces. But for purposes of information in regard to the imminence of scarcity or famine, the *patwari per se* is of little use. A *patwari's* circle is too small an area to be separately gauged. The real person to whom we should look for useful and accurate information in regard to failure of crops and approach of distress is the superviser *kanungo*. He is, or should be, a skilled observer of seasons, and should be able to take a bird's-eye view of his circle, or collection of villages, forming as they do a compact area regarding which it is possible to form a definite opinion.

A *patwari's* circle is too small for this purpose. I would insist on the supervisor *kanungo* sending in a weekly report to the District Officer, through the tahsildar, whenever a failure of the rains or other cause renders distress likely. This information could then be immediately tested by the sub-divisional officer, tahsildar, or naib tahsildar, and the District Officer would be in a position to satisfy himself as to the existence of the conditions reported by the circle officer before submitting his conclusions to the Commissioner.

38. Sufficiently so, I consider, for all practical purposes.

As to the extent to which the prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

39. The different measures of State relief used during the late scarcity in this district may be catalogued as follows:—

(1) the grant of advances for earthern wells and seed;

(2) famine relief works, under whatever system was in force from time to time;

(3) grant of advances, on the partially recoverable system, for village works;

(4) poor-house relief;

(5) gratuitous home relief.

Measures of private relief were—

(1) kitchens for children;

(2) charitable grants for purchase of seed and cattle;

(3) sale of cheap grain.

40. I was in charge of this district during the entire period, and have been with two short intermissions since November 1892. During the whole of this time I have also been in charge of settlement.

41. The sale of cheap grain is merely another form of "gratuitous relief." I have put up a special note* on our

* Page 45.

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cheap grain shop at Sultanpur, in the hope that it may prove interesting, being, I understand, the only one of its kind in these provinces worked systematically throughout the period of scarcity.

42. Test works, as prescribed in our recent Famine Code, were found unworkable at an early stage of relief operations. It was practically impossible for the District Board, with the staff at its disposal, to control them effectively. Under the Revised Code of 1898 they will in future be worked through the District Engineer, as they ought to be.

43. Such material departures as were made in practice with regard to famine relief works will be best explained in the Public Works Department. I need not enter into them.

The grant of advances for small works known as 65(A) works in these provinces on the partially recoverable system was a departure from the Code plan. The object of the measure was to enlist the goodwill and help of landed proprietors in the relief of the people dwelling on their estates.

In my opinion the system is an excellent one if properly worked and efficiently supervised. It was reasonably popular in this district.

44. Each measure of relief in its own line and degree is useful. It is somewhat difficult and invidious to make comparisons.

First and foremost ought to come the grant of advances, free of interest if need be, for the purchase of seed and construction of earthen wells.

In my opinion the value of liberal advances while scarcity is developing cannot be over-estimated. It must be borne in mind that such expenditure not only involves little or no ultimate loss to Government, but is, on the contrary, reproductive. It is, of all measures of relief, far and away the most economical. Every rupee so spent saves ten afterwards. There is, moreover, great moral effect produced by prompt and liberal advances wherever irrigation is possible. It establishes the tenant's credit and unlooses the tight-drawn purse strings of the village money lender. In this connection also I would take the liberty of calling attention to the value of an early *sánwán* crop, and the desirability of promoting its growth by every possible means when scarcity is impending. I feel the importance of this very strongly, and have put up a brief separate note * about it.

As to famine relief works, they are of course the ultimate backbone of all relief, and on the systsm in force in these provinces I think they afforded the utmost relief in the most economical way.

Small works, 65(A), I consider valuable adjuncts for the relief of distress in a district like this. They are certainly economical when worked on the partially recoverable system, three-fourths, as a rule, of the amount advanced being returnable by the borrower. But it is not everywhere that the people will cotton to them. Here my sub-divisional officers had all been for some time in the district, and the people knew them, and were often willing to take up a project at their suggestion. The personal equation counts for a good deal in matters of this kind.

45. In regard to prevention, I have spoken in answering the previous question.

For small works, 65(A), as we knew them, I would have at least one Inspector in every sub-division or tahsil. He might well be a man of the *kanungo* grade, able to measure up earthwork, and should be given an extra allowance. In my opinion European Inspectors on ₹100 to ₹200 per mensem, one for a district, are of no use whatever. The circle officer ought also to inspect such works as often as he can.

I would also recommend that whenever gratuitous home relief is started in a relief circle, a substitute should be at once appointed for the supervisor *kanungo*, who by then will have very little time to spare from his duties as circle relief officer. A candidate on ₹15 per mensem will be perfectly well able to look after the supervisor's *kanungo* work, of which it is desirable that he should be at once relieved if it is to be kept in hand at all, as no doubt it ought to be.

46. For a tract like Sultanpur, on the approach of famine I would devote all my attention, in the first place, to getting as much *sanwan* sown as possible, and then to the grant of advances for seed and earthen wells, and later on would endeavour to avoid opening regular famine relief works by substituting for them small works, 65(A), and granting liberal advances for the construction of masonry wells.

47. Of course this might not work in many other districts, but in such as are circumstanced similarly as this I do not see why it should not prove adequate. If landowners held back from opening small works on a ¾ return basis, I would make it ½. I believe the system a very sound one, and workable if properly supervised and attended to.

48. There is no doubt that gratuitous home relief was the measure of relief *par excellence* which appealed most strongly to the proletariat. To the intelligent native not himself in need of relief I think our large famine relief works afforded most attraction.

49. In regard to famine naibtahsildars, I hold strongly that they should be recruited from the staff of permanent Government servants or settlement *employés*. It is a mistake, in my opinion, to appoint a man to a post of this kind who has nothing else to lose when he loses it.

I also have a *penchant* for cheap grain shops, on which I have put up a separate note.† The help so given does not demoralize, and will often be accepted gratefully when it would be deemed a disgrace to accept gratuitous relief.

As to relief works.

53. So far as this district is concerned, I think the road work done has been of permanent value, and that its likely to be kept in good order in the future.

54. In this district yes, but then we were not seriously affected by famine.

57. I have a high opinion of the value of village tanks, embankments, and such like as forms of relief works. There is no doubt that, if carried out advisedly in a district like this, they do benefit the villages in which they are constructed.

59. It depends on the size of the tank. I certainly think that if the work is done on the system of partially recoverable advances, the grantee will see to it that the whole population of the village does not work there. In small works of this sort which the Court of Wards carried out, we always had a literate man in charge, who kept all the accounts and looked after the workers. Most grantees would ordinarily keep a man of this sort themselves. In such small works carried out solely at Government expense, I would invariably keep a literate headman on ₹7 or ₹8 a month. It would be a good way of providing for men of this very needy class.

Close supervision by the circle officer and the sub-divisional Inspectors must be insisted on if small works are ever to succeed.

60. Always in this district.

70. So far as I am aware, plans and estimates were ready here. It is very hard, however, to prepare a useful programme of small works, and our lists of such projects were admittedly not worth much.

71. Relief workers will go quite four or five miles every day to a relief work, returning to their homes at night. They did so here. If accommodation is provided on relief works, there is no reason why labourers should not go 20 or 30 miles to them, or even further under certain circumstances.

72. Yes.

73. No.

74. Here it was the exception.

94. The classification given in section 104 of the Revised Famine Code, North-Western Provinces and Oudh, 1898.

95. *Vide* same.

96. Even if not necessary, it does not appear objectionable and it is interesting.

96A. Yes. A different wage, *cf.* section 104 above quoted. The task will adjust itself.

97, 98. Children 10 to 16 in a class by themselves. Under 10 to do no work, but be fed.

99. Failure through inability, the minimum wage; through contumacy, a penal ration.

100. Both.

103. Not on Sundays, but for Sundays, on Saturday, in famine districts. No payments for Sunday should be made in scarcity districts. I would fix no conditions as to previous attendance.

110. The modified intermediate system was introduced in this district when relief works re-opened in April 1897. Two works were then started.

* Page 22.
† „ 23.

The gang usually consisted of about 40 persons—10 diggers and 30 carriers. The carriers who were not needed for carrying did dressing. Each digger had his two or three carriers, and payment was made by results.

It is certainly preferable to task work, which ignored the individual and dealt with the gang. If the work of the whole gang (1,440 cubic feet for 12 diggers and 38 carriers) was short, the whole gang was fined one pice or two pice all round. This demoralized the able-bodied workers. There was no incentive to a full task. Those who chose to do very little work got at least the minimum wage. This system was in force in the Sultanpur district for two months from the middle of January to the middle of March 1897.

It is also preferable to piece work, which was not in force in this district. The nearest approach to it was the intermediate system, with middlemen. But payment was made direct to the workers, and not to the contractor for them.

111. It is certainly preferable to the other systems, and might with advantage be adopted on all relief works whatever the degree of distress. I see no reason why it should not work well even in districts where distress is very acute.

113A. I do not think so.

113B. I do not think so.

115. As noted in Chapter III, Revised Famine Code, North-Western Provinces and Oudh, 1898.

118. Men holding permanent appointments under Government, or employed in the Settlement Department, who are qualified by character and training for the responsible duties of a such post. Selected candidates for naib tahsildarship, although not in Government service, should also do well.

Men in the grade of naib tahsildar will not always be available in sufficient numbers. Any active, intelligent, dependable man already in Government service ought to do provided he has some capacity for organization.

119. This is desirable.

120. There is no reason why they should not control such arrangements.

121. No.

130. I am in favour of kitchens in all cases.

133. No.

138. Works of this nature were initiated by some of the taluqdars in this district, though not to any great extent. The Court of Wards also carried through several small works started solely for the purpose of relieving distress.

139. No, except in the Court of Wards Department. I think that very real help may reasonably be expected from this quarter in such an emergency.

As to gratuitous relief.

148. It is not easy to be definite as to the actual number of persons assisted by or placed on gratuitous relief. The precise total to whom relief was administered at the period of maximum pressure in this district, that is, in February 1897, was 3,200, or ·3 of the entire population. This includes poor-house relief. The actual number of persons reached by this help was probably about 7,500 (roughly estimated), or about ·8 of the population.

149. The persons so relieved in this district did not mainly belong to the agricultural classes resident in rural areas. They were chiefly respectable persons with no established means of livelihood.

150. Practically, yes.

151. In ordinary years such people are helped by their relatives, or do light work at their homes, such as sewing, grinding, etc.

152. Mostly women and children. Perhaps 10 to 15 per cent. might be said to be *parda nashin*. The average must vary a good deal.

153. We had not acute famine here, so my opinion would be of little value.

154. Such a presumption could not invariably be drawn. In a purely rural district like this it might be fair enough. Where there is a considerable town population, it might prove deceptive.

155. If "dependents" are not to receive any retaining fee, but merely to be fed, which is the system laid down for adoption in future, I think the practice has much to commend it and would form a real test of necessity.

156. No: if the relief work is within a distance which he could be reasonably expected to go.

157. Yes.

158. I consider it was sufficient here. The district was divided into 18 circles, in charge of circle officers. They were assisted by 44 local committees. General supervision was exercised by tahsildars and sub-divisional officers.

159. Generally speaking, yes.

160. The acceptance of such relief in some cases does place a social stigma on the recipient. A cheap grain shop is free from any such reproach.

161. Probably, to some extent.

162, 163. No.

164. I do not think that central kitchens would work well in these provinces.

165. There is no doubt that the receipt of cooked food from State kitchens is unpopular. Religious scruples are still strong with the Hindus. The Muhammadans, of course, have none such. But hunger drives all alike to take liberal views on such matters. For mere children there is no difficulty. Caste prejudices do not affect them. The substitution of kitchens for gratuitous relief would undoubtedly tend to exclude from relief certain classes who would stand in need of it.

166. I hardly think so.

167. In both. At Sultanpur itself gratuitous relief was given chiefly in grain; out in the district in cash. I prefer grain; it is far better if it can be arranged.

168. At their actual homes.

169. No. In this district gratuitous relief was not administered to such a large extent as to render proper supervision impossible. Moreover, local committees were employed as far as possible.

171. Mainly through these committees, composed of voluntary non-official helpers. At Sultanpur itself gratuitous relief was largely distributed through official agency, and worked in connection with the cheap grain shop established there. Miss Reid and Miss Luce, resident Missionaries, also helped in the distribution of gratuitous relief in and around the town of Sultanpur.

As to poor-houses.

172. I attach a statement showing the number of poor-houses open, their population, the mortality in them, and the extent to which they were resorted to by residents of other districts, during the scarcity months of 1896-97:—

Name of month.	Number of poor-houses open.	Daily average of population of poor houses in the district.	Number of deaths.	Number of persons residents of other districts or States relieved in the poor-houses of this district.	Average monthly mortality.
October 1896	2	78	...	...	...
November ,,	4	267	1	...	·40
December ,,	4	450	2	17	·44
January 1897	4	639	25	20	3·91
February ,,	4	1,051	69	31	6·57
March ,,	4	370	29	11	7·89
April ,,	2	142	8	7	5·63
May ,,	2	193	11	9	5·69
June ,,	2	352	8	16	2·26
July ,,	2	595	11	26	1·85
August ,,	2	444	21	21	4·73
September ,,	2	55	4	3	7·27
Total	...	...	189	161	...

173. Mostly labourers, chiefly Chamars. A few cultivators. Many beggars.

174. Yes. No degree of pressure would have induced respectable people to go to a poor-house.

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176. See answer to question No. 172.

The mortality was especially high in January, February, and March 1897. People often came to the poor-house *in extremis*, and no amount of care could keep them alive. Indeed, it often happened that the more they were cared for, the faster they died. Such was our experience, at least, in our largest poor-house at Sultanpur.

177. See table to question No. 172.

178. Although not a famine district, the poor-houses contained many persons in a very emaciated state, showing how keen the distress was.

179. Those who could work were systematically drafted to relief works. There was no systematic drafting to their homes till operations closed in September 1897, but many who wished to do so left in March, when the spring crop began to come in.

180. The poor-house ration is enough to maintain life. The diet had to be changed for weak and sickly persons.

181. The new appendices (Revised Famine Code, 1898) afford all necessary information and advice.

182. No. Compulsion was used at times no doubt, and had to be.

183. Light work was exacted from the inmates, *e.g.*—

(1) spinning cotton ;

(2) making baskets ;

(3) rope twisting ;

(4) making coarse cloth.

Besides this, at the Sultanpur poor-house the inmates did a good deal of sweeping up and cleaning ; they irrigated and weeded the fields sown there, and after the first two months did the entire grinding of all the grain used for poor-house consumption.

184. In rare cases compulsion was necessary, in the case of professional beggars. They were not allowed to leave when they chose. There were a few escapes. Such tenants invariably took their blankets with them. Even women managed to climb the poor-house walls and get clear away at night.

As to loans to cultivators and landholders.

199. See answer to question No. 31. No advances were given for subsistence.

Rupees 33,316 were advanced under section 65(A) for village works, tanks, embankments, and such like.

In addition to the figures given in answering question No. 31, I may note that—

(1) Rupees 1,265 were advanced for wells under Act XIX of 1884.

(2) Rupees 43,758 were advanced for seed and cattle under Act XII of 1884.

These advances were made in the ordinary course of business, and were not special famine allotments.

200. The money was really spent on the objects for which it was lent.

201. This expenditure was most beneficial. I could have spent more than I got.

202. The following periods of recovery have been fixed :—

Earthen wells, within two years.

Seed, within one year.

Masonry wells, within seven years and less.

65 (A) works, within two years from the *rabi* of 1898.

Ordinary advances for wells, within ten years.

Ordinary advances for seed and cattle, within two years.

203. No ; not on this occasion.

204. Under certain circumstances I consider subsistence advances to cultivators serve a very useful purpose.

205. Yes.

206. Not necessarily.

As to suspensions and remissions of land revenue.

207. See answer to question No. 31.

208. Care has been taken in the case of remissions that such relief should reach the tenant. In the case of suspensions landowners were given to understand that they were to suspend rent in return, and I have reason to believe this was very generally done. The law in Oudh does not provide for remission of rent. I doubt the desirability of extending such a provision to this part of the province. It is legally provided for in the North-Western Provinces.

209. The help thus given has no doubt been most welcome and useful to both landowners and cultivators.

210. Yes.

211. Recovery of revenue is to be spread over instalments for two years, but there is no similar prescription in regard to rent suspended.

212. Suspended rent does not bear interest. I do not think that it ought to do so.

213. Government has no such power, in Oudh at any rate, nor do I think it necessary that it should have.

214. I do not see how any general rule could be framed to this effect.

219. I do not think the private indebtedness of the landowning and cultivating classes in this district has been much increased by the scarcity of 1896-97. We never recovered our revenue (so much as we had to collect) with so little resort to coercive processes as in that year. Cultivators are somewhat more in debt to Government, no doubt, but not oppressively so.

In 1895-96 our income from non-judicial stamps was R23,889-14-0; in 1896-97 it was R23,272-6-0. There is a slight decline here, which does not point to increased indebtedness or a greater resort to the money lender.

There is no reason to think that borrowing has been on such a scale as to lead eventually to the ruin of the borrower.

As to orphans.

220. As far as possible, private charity should be induced to provide for such orphans, respect being had to religion wherever feasible. It should not be necessary for the State to provide for the future support of such children.

221. On principle, no. In cases of inevitable necessity, yes.

As to private charitable relief as auxiliary to State relief.

227. Yes, I think it is perfectly legitimate.

228. How *can* a cheap grain shop interfere with private trade ? You buy your grain round the corner in the open market, at current rates. All your loss is the grain dealers' gain, and so much more money into their pockets, which would not otherwise have found its way there. We had one such shop in this district, on which I have put up a separate note.* It did not interfere with private trade. Indeed, with no one was it more popular than with the grain dealers.

229. No.

231. Any who really need such assistance.

232. I do not see why it should not.

233. Yes.

234. Most useful, in enabling relief to be granted to those who would not be strictly entitled to it from Government, and promoting feelings of goodwill and affection amongst the people at large.

235 and 236. The information asked for in these questions has been given in the memorandum submitted for this district, printed at pages 160—164 of the general report issued by the North-Western Provinces and Oudh Branch of the Indian Charitable Relief Fund.

237. The distribution of free clothing was the most popular form of relief under object I.

238. Cash doles.

239. Yes.

240. I think it has.

As to the mortality during the famine period.

248. The figures asked for will be found in the statement attached to my answer to question 15. I have taken the scarcity year of 1896-97 from September 1896 to the end of August 1897, and worked out the figures and averages accordingly.

The total number of deaths during 1896-97 was 37,755, or 35·93 per mille of the population, as against 35,114, or 32·64 per thousand, the average of the preceding lustrum.

The main cause of the variation was the abnormal mortality from small-pox during the year (*vide* answer to question 252).

* Page 23.

No less than 6,723 deaths took place from that disease during the twelve months, as against a yearly average of less than 200 in the preceding five years.

During the last four months of 1896 the death-rate was abnormally low; below the quinquennial average in each instance.

From January 1897 onwards it always exceeded the five years' normal, the highest rate per mille being reached in April, when 4,969 deaths, or 4·62 per mille, occurred.

That month also shows the highest death-rate from small-pox, *viz.*, 1,905. After deducting this aggregate the balance remains much below the five years' average.

249. The higher ratio recorded in 1896-97 is attributable, so far as mere statistics go, to the small-pox epidemic which prevailed during the year, and this was, as I have stated elsewhere, altogether independent of the scarcity in this district.

250. I think that, had not the distress been promptly met by relief measures, in all probability the death roll would have been heavier than it actually was.

251. To some extent the answer to these questions would be in the affirmative. There can be little doubt that the exceptional dryness of 1896-97 did tend to keep down the death-rate, and to mask the full effects of scarcity of food.

But take the four months of least mortality, from September to the close of the year, and compare them with the lowest corresponding totals in the previous five years. We find that—

in 1896 there were 9,290 deaths;
„ 1892 „ 9,523; and
„ 1893 „ 9,696.

Eliminating the mortality from cholera and small-pox, the figures will be 8,921, 9,330, and 9,682 respectively.

So, after duly allowing for the effects of a dry season in these months at any rate, the effects of it are so obvious that there remained but little room for improvement even had there been no scarcity of food.

252. I do not think that any part of the excessive mortality in this district during some of the famine months of 1896-97 is attributable to a deficient or impure supply of potable water.

252. It is quite clear from the table given below that no such cause induced an increase of cholera during 1896-97. On the contrary, the deaths from this scourge, 64 only, were lower than any total recorded in the district for several previous years.—

Months.	Deaths from cholera during—						Deaths from small-pox during—					
	1891-92.	1892-93.	1893-94.	1894-95.	1895-96.	1896-97.	1891-92.	1892-93.	1893-94.	1894-95.	1895-96.	1896-97.
September	72	...	...	18	6	4	13	...	...	1	...	32
October	111	62	...	104	...	...	1	...	1	...	5	23
November	944	101	...	178	486	...	4	2	1	...	3	91
December	3,331	28	12	860	1,216	4	4	...	...	...	8	215
January	444	...	4	652	25	...	4	21	1	1	4	328
February	89	4	58	82	...	...	1	3	...	1	18	440
March	147	...	362	301	3	18	6	6	2	1	42	920
April	1,266	8	714	889	155	3	7	5	1	2	96	1,905
May	2,358	19	635	674	196	9	13	8	4	6	150	1,533
June	433	7	483	206	115	9	7	4	5	1	206	728
July	59	1	102	14	2	11	2	1	...	4	82	403
August	10	1	365	...	...	6	1	3	1	1	86	100
Total	9,234	231	2,815	3,978	2,204	64	63	53	16	18	890	6,723

The primary cause of increased mortality was the small-pox epidemic, which claimed 6,723 victims during the year.

253. The subjoined statement will show that the deaths from dysentery and diarrhœa in 1896-97 were actually below the average of the previous five years:—

Months.	Mortality due to dysentery and diarrhœa during—					
	1891-92.	1892-93.	1893-94.	1894-95.	1895-96.	1896-97.
September	52	25	28	149	28	43
October	84	22	39	174	52	32
November	136	36	74	166	76	54
December	183	52	88	222	97	65
January	139	55	99	154	61	74
February	74	26	37	102	41	44
March	32	21	45	83	28	88
April	60	29	50	94	36	83
May	48	61	75	77	54	42
June	63	37	66	52	32	42
July	49	32	56	58	26	58
August	27	32	102	50	21	88
Total	952	428	819	1,381	552	713

254. Yes: in my opinion the diet supplied in poor-houses here (we had no State kitchens) was sufficient to maintain the inmates in health. I think, so far as Government is concerned, the scale of diet prescribed in the Famine Code does not call for any alteration.

255. Practically no deaths were reported as directly due to starvation in 1896-97. It is impossible to state how many followed on the privation entailed by lack of sufficient food. But there is reason to think that it was not infrequently a predisposing cause.

In this connection the statistics of infant mortality for the twelve months of 1896-97 afford an interesting and suggestive contrast with similar figures for the preceding five years.

The deaths of children under one year of age numbered—

11,564 in 1896-97, as against—
7,633 in 1895-96,
9,644 in 1894-95,
10,712 in 1893-94,
9,261 in 1892-93,
9,714 in 1891-92,

or a yearly average of 9,479 for that period.

As to the ordinary food of the people.

273. *Bijhra*, which is a combination of barley, gram, and peas, is commonly used by well-to-do labourers and artisans during the summer months.

Kerao (peas) is generally used for *dál*, and sometimes *arhar*.

In the winter months such people ordinarily use the flour of *juar* (small) for making bread. Sometimes also *mothi* or *juár* and *mothi* combined are used.

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The flour of *makra* is also occasionally used for bread. *Kodon* and *sanwan* are used in place of rice.

The *dal* made from *mothi* is much used at this time of the year, and also *arhar*. *Urd*, too, is used, but more sparingly.

Rice is also generally used in the winter months. The labourers receive unhusked rice as wages. The town and country people, *viz.*, well-to-do labourers and artisans, both use the above-mentioned grains. Residents of towns, however, use rice to a greater extent than their country brethren.

274. Ordinarily they have two meals during the 24 hours.

I.—The first is taken about noon and usually consists of *charban, viz.*, parched *makka*, or peas or *juar*, or gram, or barley. Salt and *chillies* are consumed with it, and radishes when in season.

Sattu sometimes takes the place of *charban*. *Sattu* is made up of barley and gram mixed, or barley and peas, or barley alone. The grain is parched and ground up. Salt is ordinarily mixed with *sattu*. *Gur, viz.*, coarse, unrefined sugar, is also sometimes mixed with it.

It is eaten after being kneaded in water.

When it is selling cheap, *gur, viz.*, coarse, unrefined sugar, is sometimes eaten as the midday meal. The chief drink of such people is water at both meals. Those who have cows and buffaloes also drink *matha* (boiled milk from which *ghi* has been extracted), freely mixed with water.

In the cold weather an extract of sugarcane juice mixed with water is also drunk.

II.—The second meal is ordinarily taken about 8 P.M. in the evening. It consists of bread and pulse.

The grains mostly used in making the bread are *bijhra* as already described, and *juar*. Other grains used in preparing bread are *makka* (maize), *kerao* (peas), gram, barley and *mothi*.

The grains commonly used as pulse are peas and *mothi* *Arhar* and *urd* are also occasionally used for this purpose.

Coarse rice is sometimes used in place of bread, and sometimes both bread and rice are eaten.

Sanwán, kodon, juár, and *makká* are also sometimes used instead of the rice.

The second meal is sometimes composed entirely of dried *mahua* flowers, ground up and cooked with a small quantity of barley flour. This preparation is known by the name of *lapsi*.

275. When the ordinary food-grains are not procurable the people resort to *sanwan, kodon, kesari*, and *makra*.

276. *Kodon* is considered the best of these grains both as regards taste and digestion. *Kesari* is considered the worst; it is indigestible and unpalatable.

277. *Kesari* is the only grain which is not ordinarily used by the people, except in times of severe distress. It is disliked on account of both its taste and effects. *Makra* also is disliked. It is difficult of digestion, and if eaten in any quantity, soon induces diarrhœa.

278. The grains chiefly used in the poor-houses in this district were *bijhra* and *juar*. *Urd* was sometimes mixed in the *bijhra* in place of peas. It was also sometimes mixed with *juar*. All these grains were used for making bread. *Arhar* was used for pulse. Rice was given once a week in place of bread. There were no State kitchens in this district.

279. Children below 12 years were fed twice, and adults once only. Vegetables were given twice a week in place of pulse.

Those inmates of the poor-house who were weak and sickly received light diet, such as sago, milk, and bread made of wheaten flour, with *mung* as pulse, or *mung* and rice cooked together. The Civil Surgeon regulated the diet of all infirm inmates. They drank water.

280. As to the kind of food there were no complaints. To the plan of meals, however, objection was taken at the biggest of our poor-houses, at Sultanpur. The minimum ration prescribed in the Famine Code was at first given in two meals.

The inmates soon complained that this distribution did not allay their hunger, and asked to be allowed to have the full minimum ration at one and the same meal.

This was accordingly done in accordance with their wishes. In the Musafirkhana poor-house, on the other hand, two meals daily were given, and this system was preferred by the people there.

281. The inmates of our poor-houses were dieted according to the following scale :—

	Male. Chataks.	Female. Chataks.	Child. Chataks.
Flour or rice	8	7	6, 4, 2 According to age.
Dal	1	1	1
Vegetable	3	3	3
Salt	¼	¼	¼
Spices	1/16	1/16	1/16
Oil	⅛	⅛	⅛

The non-working prisoners in the jail receive eleven *chataks* of solid food, while in poor-houses only nine *chataks* were given to men and eight *chataks* to women.

In jails the scale of diet for both males and females is identical.

Note on Sanwan.

Sanwin or *chena* as it is also called, is the smallest of all the millets.

As an emergency crop, to meet a scarcity or famine crisis, it has no equal.

Its advantages are manifold: its disadvantages none. Carrots have been extolled as a famine food-supply; but they are not in it with *sanwan*. They take nearly five months to mature, and all the time need most careful watching and goodish ground to start with. And after all many people will not touch them. The vulgar superstition here is that they have a bone down the middle, with flesh all round it Only lower caste people will eat carrot here. Only *Muraos* or garden cultivators will grow them. Moreover, they will not mature respectably unless sown at the proper time.

Sanwan, on the other hand, is not caviare to the general. Every caste sows it from the Brahman to the Bhar, the taluqdar to the tenant. Every one eats it without demur. It can be grown practically at any time in the year. It matures in 6 to 8 weeks. It gives a most prolific outturn; Dr. Watt says 8 to 10 maunds an acre. This is much too low an estimate. From 18 to 30 maunds an acre is a fair average, bar accidents. The seed costs practically nothing. Seven or eight *seers* at most will sow an acre, costing six annas in an ordinary season. Any decent soil will do, provided there is not too much sand in it. Crop after crop of *sanwan* can be grown off the same land without exhausting its fertility. The roots are abnormally short. Indeed, the soil benefits from *sanwan* growing; for it receives much fertilizing matter in the process. Pounded earth, especially of old houses, or even from tank beds, is constantly thrown over the crop as it grows. The straw forms excellent fodder. Most of our *sanwan* is sown in *Magh* (January); but it can be sown at any time.

When the rains stopped short in the fall of 1896, Munshi Jainti Parshad was Tahsildar in charge of the Musafirkhana tahsil or sub-division. He had been through the Rae Bareli famine of 1877-78, and fully understood the value of replenishing the food supply as speedily as possible. He set himself to persuade the people to grow *sanwan*, and by the end of November nearly a thousand acres had been sown in the four *parganas* included in that tahsil. Not very much it may be said, but 20,000 to 30,000 maunds of food-grain were not to be despised just then. There is very little husk in *sanwan*, which is another of its advantages.

The sowings for this tahsil may prove of interest. I give them below by *parganas*.—

Pargana.	Number of acres sown in— Sept. 1896.	Oct. 1896.	Nov. 1896.	Dec 1896.	Jany. 1897.
Isauli, trans-Gumti	...	50	100	152	1,039
Isauli, cis-Gumti	5	50	40	130	1,396
Jagdispur	100	345	225	483	2,761
Gaura Jamun	...	50	30	80	1,738
Total	105	495	395	845	6,933

All of these *parganas*, for different reasons, are more or less liable to suffer severely from a sudden failure of the rains.

It is likely that the phenomenal success of the crop sown in October and November stimulated larger sowings later on. The top soil, thanks to the heat of the September sun (which turns the buck black), was like manure. Germination and outturn were both excellent. As much as 30 maunds an acre was frequently secured. Twenty maunds may be taken as a very fair minimum.

Of course water is an absolute *sine qud non*. *Sanwan* wants watering once a week; oftener if a west wind blows. It must have one weeding. It is the better of two.

It will be asked, why then is it not more generally grown? The answer is not far to seek. It is a food crop, pure and simple. It will not pay the rent. Why should it be grown to any great extent when wheat, etc., are so much more profitable from the tenant's point of view?

In season a rupee will purchase 20 to 25 *seers* of this grain. But you could hardly get seed for love or money towards the close of 1896. I found great difficulty in procuring R100 worth to send to the Kadipur tahsil, where the people despise *sanwan*. Sugarcane is largely grown there, and exhausts their energies, and occupies the land. In the Musafirkhana tahsil, for special reasons, hardly any cane is grown. Here, and in the Amethi tahsil, *sanwan* is indigenously popular. It is not so elsewhere throughout the district. Another of the great advantages of *sanwan* is that it affords fairly steady occupation, and keeps people at their homes. An acre of *sanwan* will give pretty regular occupation, until it matures, say, to ten persons. Watering and weeding must be done; and fine earth has to be scattered over the crop from time to time.

A failure of the rains is, practically, the only cause which can induce scarcity in a district like this. The natural conditions, therefore, will always more or less resemble those of 1896.

Take a tract of country of, say, 100 square miles; cultivated area, as usual, about half of that; population say 60,000. There should not be much difficulty, given the seed, in getting 1,500 acres sown with *sanwan* within a month of its being certain that the rains had really failed and scarcity was imminent. Sowing and looking after the crop would give employment to 15,000 persons, or 25 per cent. of the total population, the outside number likely to be immediately affected by the idiosyncracy of the season. They would not have to wander off in search of work. They would find it at their homes. Within two months, taking 20 maunds per acre, which is really a low figure as the average outturn, this land would yield 30,000 maunds of food-grain, enough, at a *seer* a day, to provide plenty to eat for the whole population of the tract for about three weeks. I am not romancing. There is no reason whatever why, with due care, these results should not be obtained.

The mere money value of such a crop, for grain would by then be selling at 10 *seers* to the rupee, would be R1,20,000.

The initial cost of the seed sown, at eight *seers* to the acre (it really does not take more than seven), calculating 20 *seers* to the rupee as a fair average purchase value in ordinary seasons, would have been R300.

The main primary difficulty would be in procuring the seed. It cannot be got often when wanted. It sold at two, three, and four *seers* to the rupee towards the close of 1896, and could not always be got then. Next would come the getting it sown. But neither of these should prove insuperable.

But why should not the Director of Agriculture keep a supply in hand? He could dispose of his old stock, and replenish his stores year by year. Or districts in which *sanwan* could be grown successfully might be allowed to arrange for their own seed stores.

Many a family in this district pulled through the most critical time of the 1896-97 scarcity by dint of his *sanwan* cultivation. Many a tenant who had never grown it in his life before, or, indeed, possibly never even seen it growing, lived to be grateful for having been induced to try the experiment.

It is not a fad nor a fiction, but a fact, with food and, I would like to think, a future in it.

Cheap Grain Shop at Sultanpur.

We opened fire on November 22nd, 1896, and kept it up till the end of September 1897.

Sultanpur is a small town of less than 10,000 people according to the 1891 census. The population is for the most part poor, and especially so in some of the neighbouring riparian villages.

This was the species of relief which commended itself most to the local committee. The shop was maintained all along from local subscriptions.

The Municipality and its suburbs were divided into five circles or wards, each in the charge of a municipal member. There was an extra circle for villages not included in the other five placed in the hands of Miss Luce, a Missionary resident here, and the headquarters tahsildar.

The task of selecting persons needing relief devolved on the member in charge of the ward. Tickets, coloured red (to distinguish them from free-grain tickets, which were coloured blue), were issued under their signatures. The monthly account of grain required by each ticket holder was entered on his ticket after due enquiry. Corresponding nominal lists of all persons to whom tickets were issued were sent in by the member in charge. They were revised from time to time.

The cheap grain shop was situated in an empty room at the end of a range of tahsili out-buildings. In the room next to it our supplies of free grain were stored. The issues of both were worked by a clerk on R10 per month, paid from local charitable funds. We were fortunate in getting an excellent worker, an honest man for this heavy and responsible clerical labour. The grain market was not much more than a hundred yards off from the shop.

We kept up the following registers:—

(*a*) Grain purchased.

(*b*) Sales of grain.

They were entered by wards. The nominal list of each formed the index.

(*c*) Abstract of sales.

This showed the total amount sold for each ward, and the amount realized. The entries were checked in the evening with the contents of the money box.

(*d*) Expenses incurred on payment of salaries and for miscellaneous purposes.

To save delay, grain was always kept ready weighed in open baskets, containing one, two, four, and eight annas, and one rupee's worth. It was weighed again in his presence if any purchaser so desired.

The key of the money box remained with the naib tahsildar. The box remained locked until the evening.

The proceeds were sent to the treasurer, who looked after the capital on which we worked.

Maulvi Abdul Karim, Deputy Collector, in charge of the poor-house, on the way to which lay this shop, inspected it every day, and it was solely owing to his indefatigable supervision that it was kept going steadily all along. There is no doubt that a cheap grain shop does need a lot of looking after, but there ought to be plenty of leisured folk glad to help in working such a provision for the public weal in time of scarcity and distress.

Maulvi Abdul Karim himself purchased whatever grain was needed, at current market rates from different dealers, as required. All purchases were duly reported to Pandit Raj Narain, Deputy Collector and Treasury Officer, who kept an abstract in English of all income and outgoings. The grain dealers received payment under his signature from the treasurer. The cheap grain shop was popular with the grain dealers.

Persons of respectability, who would have been ashamed to accept charitable relief, showed no disinclination to avail themselves of the help afforded by the cheap grain shop.

Our total sales of grain amounted to 4,096 maunds. The chief items in this total were—

	Maunds.
Wheat	1,837
Maize	682
Rice (all sorts)	673
Juar	551
Barley	305

We usually retailed at 1¼ times the purchase price, and sometimes even lower—

	Seers.
Wheat was sold at from	10 to 13
Maize at	12 to 13¾
Rice at	9 to 10½
Juar at	12
Barley at	12 to 15

We purchased R17,030 worth of grain, which we retailed for R14,556. Our loss therefore amounted to R2,474 In the latter sum is included R252, which was spent on grain given away free of cost.

The total expenditure incurred in the maintenance of the shop was—

	R
(1) Pay of establishment	227
(2) Miscellaneous	92
Or R	319 in all.

[N. B.—The charges shown in the footnote on page 12 of the Indian Charitable Relief Fund Report for the North-Western Provinces and Oudh, viz., R660-13-3, are not correct. I do not know how this aggregate was arrived at.]

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Miscellaneous expenditure was on account of cost of printing tickets, wages of weighmen, floor matting, baskets for grain, stationery, etc.

It must be remembered that the whole of the charges incurred in distributing gratuitous relief in the shape of free grain (the system we preferred) on behalf of Government are also included in the above R319. If we take—and it is a full figure—R200 as the amount debitable to Charitable Funds, then the entire cost of maintenance will be under 8 per cent. of the total expenditure, a moderate outlay considering the amount of trouble and work involved.

(*President.*)—Were you at Sultanpur throughout the scarcity?—I have been there for 5½ years without moving practically.

You say the labouring class is always in a precarious position?—They live from hand to mouth. I think that is true of the labouring classes in the country, generally.

Was there any great number of them away on service?—A very great number. Our money orders prove that.

What sort of service?—Military service, service in firms at Calcutta and Rangoon, many emigrate to the colonies, and domestic servants go all over the country, as far as Waziristan.

These people on military service, are they of the tenant class?—They belong to the small proprietor class.

Do you think they came to relief to any extent?—To a very small extent in Sultanpur. We were not a badly distressed district.

Have you any idea whether a large debt has been incurred by that class of people?—I should think not a bit more than usual. Our figures for mortgages would not lead me to think that they had run into debt. From the Mahajans I think they have borrowed less than usual. From Government they borrowed a certain amount on easy interest for masonry wells and small works.

You say the country-folk had grown reckless and let their stocks run low, but now that the famine has given them an alarm, they are making a start in thrift. Did you ascertain that from conversation with the people, or how?—That is the result of what I found out in touring about during the last cold weather. It was partly because they hadn't the grain to store in recent years.

How do they store grain?—Partly underground, and partly in mud cupboards.

Did tenants get *Takavi* from Government to any extent?—They got some, as far as we could afford.

What security did they give?—They generally have groves and things. We went a good deal on the principle of joint-security. The amounts were generally very small.

Did the people flock to relief works in large numbers?—No, not in very large numbers. Our largest work had at the time of greatest pressure something over 4,000.

Did they come from far, or from a comparatively short distance?—A few came from a distance, but the great majority from the neighbourhood.

And comparatively few lived on the works?—Yes.

Do you think there were many on works who were not in actual necessity?—No, I think the number was probably small.

Works were on the task system, and afterwards I suppose the intermediate?—Yes. The Code system was first started; and afterwards there was the modified intermediate system.

(*Mr. Holderness.*)—Didn't you give relief to dependents?—I don't think we had any dependents in our district.

So it was the Code wage and nothing for dependents?—Yes.

(*President.*)—When the intermediate system came that was changed?—Yes.

Food was given to children?—No. We hadn't non-working children, except to a very small extent.

(*Mr. Holderness.*)—You didn't give a wage on Sunday?—No, not under the modified intermediate system. Under the Code system we did.

How did you find they got on with that wage?—It was quite enough.

Could they live on it?—Yes, I think they could, and did well on it.

How did children look on works?—Their condition was just average. We had no very large works in the district and no large number of children. In March we started private kitchens for children.

(*Mr. Higham.*)—What were people employed on?—Road work in the district. At head-quarters in re-aligning drains and levelling roads.

(*Mr. Holderness.*)—Were there many works in the district?—Six. They were well distributed. There were two in two Tahsils and one in each of the other Tahsils.

(*Mr. Stoker.*)—What was the maximum number?—The maximum at the end of February was 13,000 on all the works.

(*Mr. Holderness.*)—Were small works executed by advances, or directly by Government?—I think only in one case by Government.

Was much money given in Partial Recovery Advances?—R33,346 for 118 works constructed.

What is your conclusion as to the value of that system?—Excellent. For a district not seriously distressed I have the highest opinion of it.

Did it give employment to those who wanted it?—Certainly.

Does it give employment to a different class of persons than those who come to large relief works?—It probably does. Without checking the actual persons on relief one would not like to say so.

You don't know it yourself?—No.

I suppose cultivators who didn't come to big works did not go there?—No.

I suppose on ordinary relief works they were not in great numbers?—Very few.

They must have had some resources to fall back upon?—They had something when the famine commenced. A good many of them in tain parts of the district had sown *sanwan*.

How many acres of *sanwan* were sown?—Up to the end of January 97,633.

Was that sown by means of advances?—No. It was unnecessary. *Sanwan* costs so little.

What was the area under rabi?—75 per cent.

I suppose there was a considerable amount of irrigation and that that gave a good deal of employment?—Yes, and people worked at irrigation who would not ordinarily have done so.

Do you know how agricultural labourers were paid? In grain or cash?—They often went back to the old time-honoured principle of payment in kind, but payment was generally in cash, because it was cheaper.

Did the labourers object to that?—They didn't like it.

I suppose a man who had labour in his village would not go to relief work?—No. I don't think the relief-works were so popular as to induce many to go there, because the task-work was exacted very strictly.

Did you fine?—There was no reluctance about that.

Did you give them the minimum, or fine below the minimum?—The minimum was enforced.

Then afterwards you had the intermediate system?—The modified intermediate system.

Do you think that was a success?—Certainly. I think it is an ideal system in every way. It is a system not laid down in the Famine Code.

Afterwards did you feed children on the modified intermediate system?—No. There were only a few labourers. The numbers never went up very high.

How did the death-rate compare?—That I have gone into in my note. There was nothing very abnormal about the death-rate. An epidemic of small-pox which broke out accounts for a portion.

(*Dr. Richardson*).—You had severe fever at the end of the year?—Yes.

(*Mr. Holderness*).—Do you connect that with privation?—Not in the least, because the people had a very good kharif.

Was fever prevalent among the well-to-do?—Yes, it was just as bad.

Were there many people in your poor-houses?—I think our highest aggregate was about 1,200.

Were they in a very bad condition?—Yes. They were very much emaciated and had great reluctance in coming in at all.

From where did they come?—They were all local. Outside district people you might count on your fingers.

Chiefly professional wanderers?—Local people whose means of subsistence had failed, and who being utterly unfit for work had come in.

You had village relief, had you not?—Yes.

Why didn't the village relief get at those people?—That didn't touch the same strata. Village relief touched a higher strata.

Your gratuitous relief was not very large?—No. Our highest number was 2,500.

I suppose in many villages private village charity continued to flow?—In a way I suppose it did, but ours was not a badly distressed district.

Had you any special circle organization such as kanungos?—Yes, there were eighteen.

Were they relieved of their ordinary duties?—No.

Were all the villages thoroughly searched and examined?—Yes, every one was constantly visited by Circle Officers, and of course by the Sub-Divisional Officer as well.

On the whole you think you got the really deserving classes?—I think so, because in our district they are collected in a very few localities. Our only town is Sultanpore.

Has the District recovered?—I should think it has recovered very fairly indeed. Soon I should think the effects of the famine will not be felt at all.

I see you have a separate Note about the cheap grain shop at Sultanpore. Was this raised by the Charitable Relief Fund?—Entirely by local subscriptions, not at all from the Charitable Relief Fund.

You are of opinion that it did a good deal of good?—Yes. It is not demoralizing; a person may demur to taking charity from Government, but will be quite ready to take it from a grain cheap.

Had it any effect on the bunnia's trade?—It cannot, for you buy from the bunnia and simply sell at a loss.

You did not import from outside?—No. I should disapprove of that. I think it would interfere with private trade. *Mr. F. W. Brownrigg.* *21st Mar. 1898.*

(*Dr. Richardson*).—It strikes me that but for the two diseases mentioned your district has not lost more people than usual?— Less even than in a normal year.

This famine has not affected the mortality?—No.

Is it a badly vaccinated district?—It has been a badly vaccinated district. Vaccination is a very difficult thing. We did our best.

(*The President*).—Was the medical aid sufficient for the district?—Yes.

In fact there was nothing very unusual to deal with?—No.

You show 2,000 more deaths of children than the average?—Yes. For children under one year of age the ordinary average mortality is 27 per cent., and it was about 30 per cent. from September 1896 to September 1897.

(*Dr. Richardson*).—Why do you call it a famine year?—We might have suffered if Government had not given advances readily.

(*Mr. Holderness*).—Did you give large sums?—Very large. For wells and seed, etc., we gave R77,000.

How did the landlords behave, the big men I mean?—With few exceptions they behaved well. Some gave immense help to their tenants.

(*Mr. Stoker*).—Your district was never seriously distressed?—No. It had the makings of distress in it. We had Jaunpore, on one side, with which we have many points of similar interest and Rae Bareli on the other.

Your troubles practically ended when the rabi harvest came in?—Yes.

You then closed your works?—Yes, and cut down gratuitous relief.

(*Mr. Holderness*).—Would you have got more relief labourers if you had made work more attractive?—Yes, of course, that follows naturally.

(*President*).—Were the people in poor-houses mostly picked up on roads?—A large number were people who wandered into head-quarter Tahsils.

Were they taken by a sort of compulsion to poor-houses?—In a few cases compulsion would be resorted to, in the vast majority of cases they went of their own accord.

You don't think any legislation is necessary?—No.

At the Chatter Munzil, Lucknow.

THIRTY-NINTH DAY.

Tuesday, 22nd March 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT).

SURGEON-COLONEL J. RICHARDSON.
MR. T. W. HOLDERNESS, C.S.I.
„ T. HIGHAM, C.I.E.
RAI BAHADUR B. K. BOSE, C.I.E.
MR. T. STOKER (*Temporary Member for the North-Western Provinces and Oudh*).
MR. H. J. MCINTOSH, *Secretary*

MR. P. GRAY, Deputy Commissioner of Lucknow, called in and examined. *Mr. P. Gray.* *22nd Mar. 1898.*

I put in a written statement of evidence.

Owing to duties in connection with arrangements for His Honour's darbar on the 18th ultimo, and to subsequent indisposition, I have been unable till now to consider the questions asked by the Famine Commissioners.

I wish to preface my remarks by saying that I have had no experience of previous famines, having joined the North-Western Provinces at the end of 1878, after the famine of 1877; but I have a vivid recollection of the effects of the abnormally heavy rainfall of 1879 on the people of these Provinces, whose constitutions had been weakened by the privations recently undergone.

Being away from many books of reference, I shall have to reserve till my examination by the Commissioners statistics bearing on certain points which the questions raise, and on other points on which my opinion is asked I desire further time before expressing my views.

Owing to its position as a large centre, the Lucknow city received during the first months of the distress immigrants and wanderers from other districts; but when these persons had recovered their strength and vitality on the relief works or in the poor-houses, and when the *rabi* crops were cut, this district was not called upon to support more than a moderate number of persons from other districts.

As to the extent and severity of the distress.

The whole district (976 square miles) was affected by the distress. The population was 774,000. The distress was due *immediately* to the failure of the rains after the third week of August 1893, but the *rabi* harvest of 1896 was an indifferent one and the *kharif* harvest of 1895 not much better owing to the cessation of the rains in the middle of September 1895. The rice crop, which is a very important one in the district, was short in 1895 and practically failed in 1896.

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The sudden rise in prices in September 1896 was severely felt by the field labourers and the impoverished genteel section of the Lucknow city. These two classes had no reserves of food to fall back on and were the first to feel the pinch of high prices. The cultivating body had larger resources of food than was at first believed; but the sudden rush of the cultivators on the works from the second week of February to the first week of March 1897 showed that their food reserve had come to an end. But this access of cultivators did not affect the character or amount of relief provided. Work was found for all who applied, and *temporary* gratuitous relief was given to the incapable portion of the cultivating body till the '*rabi*' harvest was ripe.

(Statistics will be furnished in explanation of the above remarks at the time of examination.)

As to the sufficiency and economy of the relief measures.

At the most acute period of the distress the numbers in receipt of relief of all kinds exceeded 12½ per cent. of the population of the district. The whole of the district was equally distressed. The arrangements for relief were adequate, and there was no waste of public money. Those who were relieved were really in need of relief. That this was so is evidenced by the small rise in mortality as compared with normal years. This rise in mortality was no doubt due indirectly to the privations undergone, and directly to the malarial fever, which was of a specially virulent type during the autumnal season. The measures for relief were taken in good time, and had there been any defect in their inception or execution, the mortality in December 1896 and January 1897 would have shown that the distress had been underestimated.

In March 1897 the intermediate system was introduced. The conditions showed that it was necessary that those whose primary occupation was field labour should return to assist in reaping the crops on which so much depended. Prices had gone down, and the imposition of the 12-*ser* scale had shown that there were men on the works who stayed on the chance of the better wages than they would receive in ordinary field labour. The introduction of the system, which coincided with the Holi festival and the cutting of the harvest, was followed by a rapid fall in the numbers (from 74,612 on March 6th to 28,876 on March 20th), but the numbers remained fairly constant till the end of July, when the timely and sufficient rainfall brought the labourers back to their more congenial occupation. No hardship resulted from the introduction of the intermediate system. Wanderers or feeble persons were formed into weakly gangs, while the children on the works were fed at the kitchens.

The change was necessitated by the prevailing conditions. It prevented waste of money, which must have resulted had the wages under the strict Famine Code system been continued.

Tasks were set suited to the condition of the workers. Women and children (able to labour) were taken on; children in arms and too young to work received food at the kitchens.

The numbers (of all classes) relieved on the works are given on page 195 of Volume III of the Appendices to the Famine Resolution of these Provinces. The number of women and children relieved compared with the number of men relieved was not, in my opinion, disproportionate. What occurred was that the area under crops being 33 per cent. below the normal area, the cultivator sent the spare members of his family, for whom occupation could not be found in the fields, to eke out a subsistence on the relief works. The family no doubt was well off as compared with the lone man or woman who had to seek work on the roads. The members of the family who remained behind worked harder than in ordinary years.

In the early stages of a famine I think the rigid imposition of a distance test would have resulted in high mortality. It must be remembered that people do not willingly at the outset go on relief works. When they are forced to go, their physical condition requires that the work should be fairly near their homes. In the later stages of a famine the imposition of a distance test is necessary and desirable, and this was observed in this district. When the '*rabi*' was assured, the number of works was reduced, though more 'charges' on one work were allowed for sanitary reasons and with regard to the period of the year.

I can draw no comparison between the measures at the previous and at the recent famine because the records of the previous famine are so meagre and I was not in India at the time.

The "gratuitous relief" was in the form of poor-house relief and home relief. Neither system was abused. Paupers after being fed up were drafted on to the works. The village relief or home relief was cautiously introduced and was of two kinds. The chief kind was the permanent relief in villages or in towns (in Lucknow city it assumed large dimensions); this embraced the sick, lame, old, and weakly, who were incapable of labour, and the *parda nashin* class, who could only be relieved in this way. The lists were frequently and closely scrutinized.

The other and minor kind of village relief was the temporary aid in cash doles to those whose ordinary avocation was hand labour, but whose physical condition prevented their immediate recourse to the works. This system of relief has not demoralized the people. Occasionally beggars are met with, but not in any numbers. Of the good results in keeping up the households, too much cannot be said.

The artizan classes have no doubt been crippled by the famine, but the recuperative powers of the cultivating classes have since the famine been most marked. The agricultural labourers have also suffered. They were the first to suffer, and injury to them must naturally be more lasting. It is too early to speak as to the landowning class. This is the first year of the new settlement, which has enhanced the old revenue by 22 per cent. or thereabouts, and it is impossible to say, if property that is transferred in the immediate future, the transfer is due to the new settlement or to the effects of the famine. But the large suspensions and the remissions of the revenue demand have mitigated the effects of the famine.

(Statistics on questions 30 and 31 will be given at the examination.)

As to the arrangements existing for ascertaining the imminence of scarcity.

The revenue village organization in this Province is complete, and no better can be devised for ascertaining the imminence of scarcity. The village papers kept up by the *patwari*, constantly scrutinized and checked by the *kanungos* and other superior agency, give a clear account of the agricultural condition of each district. They were, taken with the natural results from the failure of the rains at the critical period, a clear and sufficient guide to the condition of the district and were so used in the present famine.

As to the extent to which the prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

My opinion has already been given as to many of the points raised in the questions under this head. Each measure of State relief had its advantages in relieving distress and saving life, and each measure was, in my opinion, worked on economical lines.

The different measures of relief were—

(1) Public works, roads, tanks, brick digging.

(2) Gratuitous relief on the works, but mainly at the homes of the distressed.

(3) Poor-houses and State kitchens.

(4) Village works under civil agency on the half prepayment system of tanks and *bandhs*.

I had full experience of each measure of relief. That which appealed most strongly to the native mind was the relief of the *parda nashin* class and the respectable poor at their own homes.

(5) Indirect measures, such as large advances for seed, *kacheha* wells and cattle and remission and suspension of revenue (and rent).

The initiation of village work on the half repayment system may be a departure from the strict Code relief, but it was a most admirable system of relief, as it brought the landlord directly into touch with Government in attempting to alleviate the distressed.

The other departure was the intermediate system already referred to.

Private relief in tank digging and *bandh* construction was afforded by one large *taluqdar*, and a few small *zemindars* rendered similar assistance up to their ability to their tenants.

(Statistics of this form of relief will be given at the examination.)

I.—As to relief works.

Much of the matter given in this head can be better answered by Engineers. Generally, I may say that the utility of the roads raised during the famine will depend on the amount expended in providing drainage pipes and culverts where the raising affects the drainage lines of the country. This Government has already expressed its intention of perfecting the drainage, which has been in places stopped by the raising of the roads.

There is one more road to be made which would open up communications in this district.

As to village tanks, between 40 and 50 were constructed during the famine. There are about 160 more, which can be constructed in villages where wells cannot be dug with certainty of success. Personally, I was in favour of more village tanks and fewer roads in this district. The difficulty was to provide for a sudden rush of labourers in tank works, which is not capable of expansion or organization, as is the case with roads, and to prevent the tanks being resorted to by persons who were not in a position to require immediate relief. As to the permanent utility of this form of relief, there can be no doubt in a district like this, which is largely sown with rice. One of the conditions imposed on and observed by the *zemindars* who took advances for village works was that the weakly as well as the capable should be given work up to their ability. The supervision of these works was naturally not so close as in the case of roads.

The programme of relief works in this district was kept up to date. Estimates were not in a few cases ready. The present programme provides enough work for another famine of like severity.

II.—As to large and small works and the distance test.

I desire to reserve my opinion as to questions 71 and 72.

In the early stages of the famine residence on the works was the exception. I have already stated as my opinion that in the early stages it is not desirable to rigidly enforce the distance test; at this period of the famine those who in this district resided on the works were almost wholly the immigrants and wanderers from other districts. Lucknow, from its containing the largest city in the provinces, was naturally regarded at the outset of the famine with favour by the labouring population of surrounding districts. Labourers from so far as Jhansi, Gorakhpur, and Azamgarh were observed in the city as early as December, and many of these stayed on till the *rabi* was ready to be cut and others stayed till the rains broke.

Again, there was a natural repugnance to residing on the works. This was most noticeable with women with children of tender years. Residence to them had some of the fears the poor-house inspires, and at first there was a certain amount of reserve visible and misapprehension of the motives of Government. This repugnance wore off when it was found that huts and shelter were provided as well as comforts in the shape of blankets and bedding. Much depended on the character and tact of the officer in charge of a work. He had the power to make things unpleasant for the residents, and when sickness was about, to scare them away with reports as to the intentions of Government.

There are other ways of keeping off the well-to-do labourer, and I am personally, as already stated, not in favour of a rigid enforcement of the distance test.

III.—Task work and piece-work.

I do not propose to touch questions 84 to 109. They more properly fall to Engineers.

As to question 110, I have already stated that the intermediate system was wisely introduced in March 1897 and worked without a hitch when weakly gangs were allowed.

In the early stages of a famine it could not safely be introduced.

I will give figures on questions 112, 113 at the examination.

IV.—Relations of Civil and Public Works Officers in connection with the management of relief works.

Village works, such as digging of tanks, deepening of the same, constructing *bandhs*, filling up insanitary hollows, and the like, are relief works most appropriate for civil agency. Raising of roads, quarrying of '*kankar*,' constructing drainage cuts, brick digging are relief works most suitable for works under the Public Works Department.

The Collector should, under the orders of the Commissioner, choose the works to be executed and decide on the order in which they are to be executed. In all matters of a professional nature the action of the Executive Engineer must be unfettered; he should be given full control over the strictly executive subordinates on the work, and should decide all matters connected with discipline and sanitation and other arrangements incidental to a work carried out by the agency of the Department. The Collector should arrange for the medical assistants in correspondence with the Civil Surgeon, for police, and for the supply of grain and coin at the works. I consider that men of the *naib tahsildar* class and experienced *kanungos* are most suitable as officers in charge. The outsider did not prove a success, as a rule, in this district. Men of the above grades are accustomed to discipline and know how to enforce it. The duties required of an officer in charge are so onerous and so important that a man who has not served under Government has little chance of succeeding in the post. There is no necessity to vest the officer in charge with magisterial powers. To do so would render him an autocrat. If he promptly reports any *émeute* on the work, an officer invested with the necessary powers could proceed to the work and summarily deal with the offenders. This was occasionally done, as necessity required, in this district, and summary measures at once put a stop to outbreaks.

In these Provinces civil agency, as opposed to public, works were clearly defined, and transfer of from one department to another would have been a mistake. The only essential difference between the systems of management on the respective works was that, owing to lack of material, the supervision in civil agency works could not be so close as that on public works.

V.—Other details of management.

I consider 5,000 workers a proper charge, and am in favour of kitchens for non-working children on all charges.

VIA.—Interference with the supply of labour to private employers.

Only one complaint was received by me—from the Chief Engineer of the Oudh and Rohilkhand Railway, that on a small length of line in the proximity of a relief work he could not obtain sufficient labourers. The complaint seemed to right itself in a few days, as I heard no more of the matter. I am unable to state the rate of wages he offered.

As to gratuitous relief.

I will give statistics as to the number of persons and classes of persons in receipt of gratuitous relief at the different stages of the famine when I come to be examined.

In ordinary times many of those in receipt of gratuitous relief in poor-houses, at their homes, or on the works would be supported by charity. When distress comes from high prices, those living on the margin, the sick, lame, blind, and physically infirm, and those of the *parda nashin* class, find charity shortened, and these are proper persons to receive State aid.

The persons so supported belonged, in the district mainly, to the agricultural class; in the city, to the *parda nashin* and artizan classes.

I think it is more humane as well as more consonant with the feelings of the people to support such persons at their homes or, in the case of non-working children with working parents earning a bare subsistence, on the works.

The organization of this form of relief was carefully worked out at the outset of the famine and the close scrutiny exercised over the distributing agency, consisting of *lambardars*, *banias*, teachers, *zamindars*, and others, prevented any abuse of the system. A few instances came to light, showing that the distributors were not in each case carefully selected.

There was a repugnance, particularly amongst the lowest classes, at first to taking relief in this form. Superstitious fears were the cause, I think, and misapprehension of the motives of the Government.

I do not think that there was any general inclination amongst those better off than others to charge the State with the cost of supporting the incapable poor. In one instance a leading *talugdar* relieved me of all such people on his estate.

* The questions referred to in this note are those drawn up by the Commission.

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Also, I desire to repeat that in some cases only temporary assistance was required and given, and that when the recipients had recovered sufficient strength, they returned to their ordinary avocations.

The distributing agency was, with a few exceptions, in the hands of non-officials. There were one or two cases of malversation, a pice being taken in the rupee, but the *personnel* was immediately changed when such cases came to light.

As to poor-houses.

Statistics will be quoted at the examination. Persons of better castes and of respectable position were very few. A few Kayasths, such as dismissed *patwaris*, some Muhammadans, occasionally a Brâhman, and at one time a *faqir* (who apparently came to take stock), were noticed. Wanderers from other districts and a few persons from Native States were noticed at the early stages of the famine. The physical condition of these persons was bad when admitted to the poor-houses, and the mortality during January and February from intestinal disorders and during July and August from fever was rather high. The ration prescribed was sufficient, and sago, milk, rice, and Mellin's food were given to the sick and weak.

Those who were able to do some work on admittance constructed huts, made *tát* bedding, carried wood from the groves, etc., and, when sufficiently strong, were drafted on to the works. The drafting was frequent and systematically carried out. Malingerers on re-admittance to the poor-houses were placed on penal diet. *Dari* making, *munj* making, and other light trades were taught to those whose physical infirmities prevented their getting about. Much useful work was done in this way and Government institutions supplied.

The rules for the management of the poor-houses in force in this Province are sufficient and complete. I do not advocate the investment of relief officers and other authorities with legal powers to compel persons to resort to poor-houses. Occasionally there may be difficulties in compelling them to resort there, but the poor-houses in this district had a good name and were not, as a rule, avoided.

As to relief centres.

None were opened in this district.

As to relief kitchens.

These were opened on the works under the Public Works Department. They were not opened at the early stages, but as soon as it was seen that mothers were neglecting their children. The recipients of food were given tickets by the officers in charge of the works. They were in the head-quarters enclosure and were closely supervised. There was no waste of food in my opinion. Mothers could not be trusted to give the pice dole in the equivalent of food to their children, and hence the opening of the kitchens.

As to loans to cultivators and landholders.

It is clearly advisable on the ground of economy to make to deserving cultivators advances of seed-grain and cattle than to cast them on the works. The immense advantage of this indirect form of relief in this district was noticed in the spirit it put in all the classes whose prosperity rests on land. The proposition is self-evident in my opinion. To the wise forethought in making liberal advances is due the recuperative power of the landholding class which is now visible. In a few cases no doubt the recipients of advances spent a portion of the sums received in providing food for themselves and their families. But the fact that it has been possible in this district in three months to recover nearly 70 per cent. of the advances made is sufficient evidence of the wisdom of the measure. The periods for recovery in the case of seed-grain, cattle, and of *kachcha* wells is one year, beginning from the *kharif* of 1305 *fasli*. The sum advanced in this district was R2,13,090. It would scarcely have been possible in the time available to have advanced more than this sum, and I doubt if more could have been advantageously given. Over one lakh was subsequently given from the Indian Famine Charitable Relief Fund previous to the *kharif* sowing.

No advances primarily for food were given in this district.

As to suspensions and remissions of land revenue.

Out of the total revenue demand for the year of famine, R8,15,860, the remissions amount to R1,29,000 and the suspensions to R2,65,197 (I proposed for remission R1,75,000). Out of the sum remitted, R94,000 represents the enhanced revenue for the first year of the new settlement. Deducting this, the sum actually remitted was R35,000 of the old revenue demand.

Unfortunately for the Oudh tenant, there is no law ensuring that he will receive the benefit of any remission or suspension. In this respect Oudh compares unfavourably with its sister Province. Legal provision is certainly desirable.

It is too early to say what effect the remission and suspension has had on the indebtedness of the landowning and land-cultivating classes. As decrees affecting ancestral and self-acquired property could not, by Government order, be executed during the famine, the landowners are in no immediately worse position than before. The stamp and registration returns for this district do not show that the famine has so far further embarrassed the landowners. Government has no power to direct suspension of rent on '*máfi*' villages. There should be one law for estates of all kinds in the tenant's interests. I consider that in the case put in question 214 the proper treatment is immediate remission. I have advocated this in hail enquiries, but the Board or Government was obdurate. To suspend in such cases instead of remitting is merely to embarrass the landed interests.

I was in favour of further remissions on account of the famine. But in the matter of suspensions Government has been lenient. The suspensions will be recovered in four equal instalments, beginning with *rabi*, 1305 *fasli*.

As to orphans.

At the end of a famine orphans should be made over to orphanages, conducted on proper principles and with proper safeguards, of the sect or religion to which the orphans belong. It is right that Government should support the orphanages till the children can support themselves.

As to private charitable relief as auxiliary to State relief.

I have no suggestions to offer as to the objects set forth in the Resolution of 9th January 1897, except that it is right that the cost of educating orphans in a useful craft should be a charge on the fund. Orphans can properly receive extra comforts as other inmates of poor-houses (to which orphanages are attached) from the fund.

No grain shops of the nature set forth in several of the questions were opened in this district, and I can offer no evidence on this subject.

The class of agriculturists who should be helped under object IV are the small holders who might otherwise sink to the position of field labourers, and to this class assistance to the extent of R1,07,901 was given in this district. Had the money been forthcoming, the assistance would have been more effectively rendered when the distress was most acute.

The aid thus given was of immense economic advantage to the district, and the expenditure of the greater part of the money allotted to this district in relieving needy agriculturists was the wisest expenditure possible. Indirectly it resulted in increasing the food stocks. Further statistics will be given at the examination.

As to emigrants and wanderers.

Starving wanderers were immediately admitted to reserved parts of the poor-houses. There was a considerable number of wanderers from other districts of the Provinces, but very few from Native States, at the early stages of the famine. There were not many on relief works. Undoubtedly their advent did increase the poor-house mortality, but I am unable to say to what extent. No distinction was made between wanderers of this Province and of Native States.

As to the mortality during the famine period.

I will furnish statistics under this head when questioned.

I consider the dietary prescribed by the Code for the classes mentioned in question 254 sufficient to maintain them in health.

No deaths were reported as directly due to starvation, and it is not possible to say with any accuracy how many deaths were indirectly due to privation. During the fever epidemic in the autumn the mortality was greatest amongst the aged and children. Endeavours will be made to get out figures from the returns. Cases in which parents abandoned their children came to my notice in the early stages of the famine,

as well as cases of husbands abandoning their wives, but I cannot say they were numerous.

The sanitary arrangements in the relief camps and poor-houses were very satisfactory. Attendants were specially told off in charge of the water arrangements, and permanganate of potash was freely used in the wells.

The staff of medical officers and hospital subordinates was sufficient, and the supply of medicines and medical comforts adequate. The medical officers worked, with one or two exceptions, admirably and often under very trying conditions.

Mellin's food, Meaby's biscuits, and other comforts sent out from England were freely used and much appreciated.

As to the pressure of population.

I have no figures with me and will reserve my remarks till questioned.

As to the ordinary food of the people.

The first five questions could be best answered by native witnesses.

The food-grains in use in poor-houses and kitchens varied from time to time as prices of each grain varied. The ration was that prescribed in the Famine Code. Barley, wheat, or gram, or two of these grains in combination, formed the chief dietary. There was one meal a day. This was supplemented in the early morning by a small ration provided from charitable relief funds. The diet was the non-labouring ration in the Jail Code.

As to food stocks and prices.

Returns will have to be consulted to answer questions under this head. I will prepare a statement.

(*President*).—When did you take up the duties of Deputy Commissioner of Lucknow?—In March 1896.

Were there any indications of distress at that time?—None at that time. The rabi was short that year.

Was there an unusual number of beggars?—No.

Signs of distress did not appear I suppose till the kharif harvest was seen to be likely to fail and prices had gone up?—Yes, prices went up in September 1896.

(*Mr Holderness*).—Can you tell us when relief works were first opened in Lucknow?—The first P. W. D. work was opened on 4th December 1896.

At the end of December you had over 11,000 on works?—I think about 11,000. We opened three works in a week, the first on the 4th of December, the 2nd on the 7th and the 3rd on the 11th of December. There were 10,500 at the end of December on relief works.

At the end of January there were about 51,000?—Yes.

They went up to 80,000 at the end of February?—Yes.

Then it fell in March There were only 39,000?—Yes.

Then it went to 20,000 at the end of April. What was the cause of the fall in March?—The rabi was ripe for cutting then.

Was there any change of system?—Yes, about the time of the Holi on the 20th of March.

What was that change of system?—The intermediate.

Did that effect this reduction, or were the people going away?—I think the people went back to their fields. I don't think the intermediate system affected it. It was too early to say so.

You continued the intermediate system?—Yes, till the 15th of September.

I see numbers began to go up in May?—Yes, at the end of May, they went to 29,000—24,000 on public works and 5,000 on village works. Our village works were not really properly started till March, and many people who went to cut crops stayed in the villages.

They never went higher than the May figures?—No.

Did you find the intermediate system satisfactory?—Yes. There was a slight modification for weakly gangs.

What modification?—We were allowed to put them on dressing on one or two roads.

You had special weakly gangs?—Yes, some.

With reduced tasks?—Yes.

Were the children fed on your system?—Yes, on the works.

And did the people, in point of fact, do the task or do something less?—A great deal would depend upon the kind of work they had. The tank works were extremely difficult work. On works where the soil was soft they could easily do it.

On the whole, do you think they earned the standard wage provided under the intermediate system?—I should say so.

Were there any complaints from them that they were earning less than they were due?—No, none.

You never had to represent that the earnings were insufficient?—No.

(*President*).—There was no complaint when the people went off, that they were being forced off?—No, I don't think there was any complaint at all. I think the change was introduced when the people should return to their villages. So much depended on the gathering in of the food-crops.

(*Mr. Higham*).—Where the ground was hard you say they did not do their full task?—Subsequently a special limit was prescribed, *vide* pages 57-61 of Volume III (after the Conference at Government House).

(*Mr. Holderness*).—The introduction of the system brought to notice the fact that in some cases people could not do the task on account of their reduced condition?—Yes, and then special work was provided for them.

Were there weakly gangs formed in practice?—Yes, but not in every place, not in the city for instance. The system was only introduced where it was absolutely necessary.

You mentioned that you had civil works opened at the time of the ripening of the rabi?—Yes.

Were these done through partially recoverable advances?—Yes.

Did you spend much money that way?—Yes, the amount is given at page 207 of Volume II.

Approximately how much?—I think it would be ½ a lakh, or perhaps more.

These works were wholly executed by landlords?—Yes.

None directly?—No.

Do you think they satisfied the object in view?—I think so.

Was the condition observed that they were to employ incapables?—Yes. I had an inspecting officer to see to that.

Do you think they provided work for those who would not come ordinarily to works?—Yes.

What class of people were there on works: cultivators?—Cultivators came towards the middle of February, and remained on one work up to the second week of March.

After that?—After that there were no cultivators as far as I could see.

Were they chiefly agricultural labourers?—Yes, they were the people who were hardly hit.

Had the relief works any effect in preventing private persons from getting supplies of labour?—I don't think so.

(*President*).—Do you think the people who remained at home had anything to maintain themselves?—I think they had more than we thought at the time. We found that out in July and August.

Did cattle suffer much?—Only a little. There was no epidemic.

Was there enough fodder for the cattle?—Yes.

(*Mr. Holderness*).—Was residence the rule or exception on works?—In the beginning it was certainly the exception. We had many at Chinhat and a certain number at Machi Bhawan and Neil's Gate.

The size of the district is small?—Yes; people came to the city from the beginning, some from as far as Jhansi and Ghazipur.

These were people who had no settled home in the district?—Yes.

Was the poor-house started along with the works?—It was started in September by the Municipality.

Did Government take it over?—Yes, in November. In the Lucknow poor-houses the numbers went up to 1,200 or 1,400. We had three poor-houses.

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From where did they come?—We had a good many from Hardoi, Unao and Rai Bareli. We also had some of the beggar class of Lucknow city.

I think in your written statement you say you don't approve of legal powers being given in connection with poor-houses?—No. There was no difficulty in getting people to come and stay in the poor-houses. There was only at first some caste prejudice.

Was the mortality great in the poor-houses?—No. It was a little high in December and January. It was rather cold in January, and I think the cold had something to do with it.

Was gratuitous relief large?—In the city it was heavy. In the district there was only 1¼ per cent. of the population on relief.

Was the city specially managed?—Mostly by non-officials. We mapped the city out and placed non-official gentlemen in charge of each circle.

Gratuitous relief was partly from Government and partly from subscriptions?—Yes, and from the Charitable Relief Fund.

What class of people were on relief in Lucknow city?—*Pardanashins* were the chief people, and children. We relieved 94,000 women in the famine in Lucknow in units of a day.

Did that unofficial organization work fairly well?—Yes, if there was any suspicion about a member we made it over to another member for a month.

Was there very much destitution either in the city or poor-house?—No.

Was there much wandering?—There are a few people who come every year for work.

Apparently the death-rate was low till July?—July and August were the worst months.

Was there any cholera?—At Mohanlalganj.

The mortality continued high in September and October?—Yes, fever was then prevalent.

Do you connect that with privation?—Yes, indirectly with insufficiency, and also to a certain extent with insufficiency of clothes. I think in the fever months want of clothes had a great deal to do with the mortality. In ordinary years these people would have escaped. In 1896 we had an unusually dry year and a number of old people who might have disappeared were left over for 1897.

Was the fever of an exceptional type?—There was every evidence of that. I was myself down with fever for two months.

Were many well-to-do people attacked?—Yes, in the city it was very bad.

You say in your written note that the cultivating body had larger resources of food than was at first believed. How did you come to that conclusion?—Prices did not go down as we expected after the rabi.

Would that show that the cultivators had larger reserves of food?—They did not bring it into the market. They kept it in their houses.

In Lucknow were there any considerable stocks of grain?—In September there was a good deal of grain; I think in December imports began to be very heavy from Sitapur and Kheri; consignments of rice also came from Burma.

Lucknow does not provide enough for the city?—No, it imports always.

Were there any serious difficulties about food?—None whatever.

Had you any occasion to make special arrangements on relief works for the supply of grain?—There used always to be a bunnia on works.

How did they regulate their prices as compared with the Sadr?—They made their own arrangements. If there were complaints against the bunnia, if the people thought he was trying to charge too high, I would change the bunnia.

(*President*).—Had the bunnia a monopoly?—I had one man for each Tahsil. There are three Tahsils here. If it was reported that the agent was trying to make more money than he should, I changed the agency.

He was the only bunnia on the works?—Yes; many of the people who came to works did not take any food there: they went back to their villages.

How far did you find them come?—The greatest distance I found was 4 or 5 miles.

(*Mr. Holderness*).—What is the meaning of the statement in your evidence that the imposition of a 12-seer scale had shown that there were men on works who had stayed on the chance of better wages than they could receive on ordinary field labour?—The meaning is that by the introduction of the reduced scale of cash wage, the numbers of able-bodied men on works were comparatively reduced.

You say women and children had an objection to living on works?—Yes, at first there were stories about that they were going to be sent to the Andamans and similar absurd stories.

Was there any objection to the hardship attending residence on the works?—None at all. They were provided with bedding and blankets.

Were they hutted fairly well?—Yes.

How were the bedding and blankets supplied?—I think the Superintending Engineer gave a grant. I think first Government gave a grant and afterwards there was one from the Charitable Relief Fund.

Was the allowance on gratuitous relief 4 pice for a man, 3 for a woman, 2 for a big child and 1 to a small child?—It varied a little.

It was the minimum wage?—Yes. It was regulated by sections 54, 55 and 56 of the old Famine Code.

Then the cash allowance was regulated by the price of the grain equivalent of that ration?—Yes.

Did you find in practice that that was enough?—They had some resources, and they grubbed about for roots. There was also a system of temporary relief which I have specially reported on.

I see you advanced money on *kutcha* wells. How much money was spent that way?—Rupees 1,07,000.

What effect had that on crops? Were these wells useful?—Yes.

I see you advocate the support by Government of orphans. Did you have many children in your orphanage at the end of the famine?—I think about 32.

Have they been taken over by Mission orphanages?—Yes, all I think.

Were any of the orphans gradually reclaimed by people?—Very few.

You say there were no deaths reported as directly due to starvation?—No.

Were there any cases reported which had to be investigated as to whether they were due to starvation or not?—There were cases of people who died shortly after admission to poor-houses, especially in December and January. They came in very badly clothed and fed, and there were some old people who may have died from disease.

They had been in receipt of relief?—Yes, and therefore you could not call them starvation deaths.

(*President*).—The effect of the famine you say is that the artizan class were crippled. What kind of artizans?—Chikan workers, weavers and bidri workers.

The weavers, I suppose, were a distressed class of people?—I don't think so, not extremely distressed. I could not say. I have been in Lucknow only two years.

Was any special relief given to weavers?—We gave advances for cloth from the Charitable Relief Fund and clothed people in the poor-houses with the cloth we obtained from them.

Do you think that is a good way of relieving weavers?—I think so, in order to keep them at their own industry.

There was no difficulty in recovering the cloth?—None whatever. We worked through Chowdhris.

Did private wages go up at all?—I don't think there was any change. The wages in 1872 and 1881 were unchanged. I think it was the same in 1897. Unskilled wages were at 2 annas, that is still the rate given, except in villages where they give a certain amount in grain and five pice in cash, the equivalent is practically 2 annas.

Was there any change in the method of payment?—I could not say.

Is there anything to show that there has been a permanent rise in the prices of food-grains in recent years?—A great deal depends on wheat. Wheat is now about 14 seers. In the last famine it was 15, 14½. It rose rapidly after the famine of 1879 to 19 and 22.

I suppose that is not likely to occur now?—I don't think wheat will be higher than 15 this year.

I see in the Revised Code all children below 10 are put as non-working. Do you think that is the right age at which to draw the line?—I think it is fair. It might be put at 9.

The question is, do you think a boy or girl, say of 14, 15 or 16, eats less than an adult?—I think at 16 about the same. Some of the best work as carriers in this famine was done by boys between 12 and 16.

Don't you think in England a boy of 14 or 15 leading an active life eats as much as an average man?—I don't think so.

In this country do you think a boy or girl of 15 or 16 could do with less food than an adult?—I do. At 16 I think they begin to eat as much as over that age.

Are you at all afraid that distress due to high prices or scarcity may become chronic in this country?—It 's very hard to say.

(*Dr. Richardson*).—You said that fever prevailed with great severity in the months of July, August, September and October. I see it rose from 1,841 in June to 3,522 in July. Was there anything infectious in the nature of the fever?—No. It was a very bad type of fever.

Not a famine type of fever?—No.

It seems that the mortality, when it was high, was high almost entirely during these months?—Yes. There was very little cholera. It was of a sporadic nature.

Did you break up your camps?—Yes, the one at Machi Bhawan, and we moved the charges about.

Was that effectual in stopping it?—Yes.

There was not much small-pox?—No.

Were there any deaths in August 1896 from small-pox on works?—No.

Had you hospitals attached to poor-houses?—Yes, outside, quite separate. We had dysentery huts too as part of the hospitals.

What were the numbers in the poor-house in Lucknow?—They went up to 2,692 in the three poor-houses.

Did they come in a bad state?—Yes, specially children.

Were they in a moribund condition and did they die within 24 hours of coming?—I cannot say.

You say towards the end of your notes that the food-grains in use in poor-houses and kitchens varied from time to time as prices of each grain varied. Was the quality of the grain always good?—Yes. It was constantly inspected.

There were no ill-effects?—No.

As a matter of fact the non-labouring ration in jails is very much higher?—Yes. I should put it at 8 seers instead of what I have mentioned at the end of my note.

Were kitchens very much used on works?—Yes.

Children did well at the kitchens?—Yes, very well.

Did they seem in rather a poor state when they came?—Yes. People used to farm out their children, and these were the children that were neglected. Mothers used to send their children to works on the chance of the dole.

(*President*).—You mean children were not with their mothers?—No, sometimes women sent their children to get the dole.

(*Dr. Richardson*).—They were a good deal neglected, were they?—Yes. The time I speak of was December 1896 and January 1897. It was very cold at the time. We sent the children straight to the hospital.

Did they suffer from insufficient clothing?—Yes, I hadn't any money at the time, but spent some money on clothing in March.

Was this sending them to hospital effectual in bringing them round again?—Yes.

(*President*).—You say in your evidence that relief kitchens were opened as soon as it was seen that mothers were neglecting their children. That refers to a later stage?—Yes. I think it refers to a time when there were various changes.

Mothers in this country are generally fond of their children, are they not?—I think so.

If mothers on works stinted their children, is that not a sign that the mothers were much underfed?—It might be argued so.

Do you think that the allowance made to non-working children on works was sufficient?—Non-working children got one pice up to 7 years of age.

Do you think that was sufficient?—I suppose not.

I suppose the conclusion that mothers could not be trusted to give the pice dole to their children was arrived at merely from the appearance of the children?—Yes.

A witness told us yesterday that when works were broken up and people went back to their villages, that though the parents of distressed children then got only the lowest dole, yet the appearance of the children immensely improved. He attributed the bad appearance of the children on works very much to the exposure and the difficulty that parents had in cooking and giving them food often enough. Do you think these reasons may explain the falling off of the children on works?—They may be contributing causes.

(*Mr. Bose*).—Were *parda nashin* women in towns relieved from the State or the Charitable Relief Fund?—Partly from Government and partly from the Charitable Relief Fund.

How did you distinguish?—It was a system of accounts. Simply Government contributed so much and the Charitable Relief Fund so much.

Did you give any money aid to private orphanages?—No.

You propose that after the famine orphans should be made over to orphanages conducted on proper principles and with proper safeguards, of the sect or religion to which the orphans belong. If there were no such orphanages, would you advocate that they should be handed over to Mission orphanages or be supported by Government?—I don't know how Government could support them after the famine. It would be bound to send them to missionary orphanages.

(*Mr. Stoker*).—An increase in numbers took place in May. Do you think that was due to any change in the system of administration, or exhaustion of field labour on the completion of the rabi harvest?—Certainly to exhaustion of field labour.

When you spoke of the effect of the 12-seer scale in reducing the people on works, does it mean they were deprived of their resources, or does it mean that it led them to seek for employment elsewhere in the fields and villages?—They went back to their villages.

Was there employment for them?—Yes, a good deal of irrigation work.

Are you in favour of a system of small village works under 65 A?—I am, in this district certainly. I admit there are difficulties of organization.

What purposes do you think they serve?—A great part of this district depends upon rice cultivation, and in some parts you can get nothing but tank irrigation, so it is necessary to excavate tanks.

Are there any other reasons which make these more suitable?—In this district the communications are so good that there is no great necessity as in other districts for large works like roads.

Do you think it is an advantage in retaining people near their tanks?—In the hot weather, certainly.

On sanitary grounds?—Yes, and on account of the water-supply.

Do you think there is any reason in the statement that they would be near their homes and able to resume their field work?—That is an advantage no doubt.

With reference to the question of a minimum wage for children, is it fixed on the grain basis?—Yes.

What was the grain basis for infants under 7?—Please see page 41 of Volume III.

Was that the scale on which you worked?—Yes.

Do you think the scale for non-working dependents an adequate ration?—I think it is a little low between 5 and 7.

You would alter 5 to 7?—Yes. It strikes me it is a little low. It is a matter on which medical officers can give a better opinion than civilians.

You said that the charitable relief in the city of Lucknow was aided by Government. Was relief from both sources distributed through the same agency?—Yes.

Do you remember what proportion of the grants was distributed as regards Government and the Charitable Relief Fund?—Government gave $\frac{1}{3}$.

Do you remember the principle on which it was decided that certain proportions should be borne by Government

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and certain by the Charitable Relief Fund. Was it based on a rough calculation as to the proportion of the numbers in the city requiring relief as *parda nashins* and the proportion who would ordinarily be entitled under Government rules to village relief?—Yes.

And therefore the larger proportion went to *parda nashins*?—Yes.

(*President*).—The policy was followed of pressing people to leave works at harvest time by tightening up the task and by slightly lowering the wage. Do you think works are so popular as to make that sort of thing necessary? Don't you think you could safely trust people living on works to leave of their own accord when work in the villages is available?—I don't think works were popular to that degree.

My doubt is whether they would not go of their own accord directly they could get work in their own fields. Do you think some pressure is necessary?—I would not call it pressure. I don't think there was any pressure exercised at all. It was advisable to get the crops reaped, as a great deal depended on the food-supply. I was not aware of pressure of any kind. The intermediate system did not force people off the works.

The great test of whether it was a mistake to force people to leave the works would be whether there was any increase in the demand for charitable relief in the villages?—I did not observe anything of this kind when the people left our works in March and April. Our anxieties in that way began later, in August and the first part of September.

(*Mr. Stoker*).—I suppose your poor-houses would act as a sort of safety valve?—Yes, certainly, but the poor-house population was practically people from other districts.

PANDIT RAMA SHANKAR MISR, Officiating Collector of Basti, called in and examined.

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I put in written answers to the Commission's questions.

*1. The total area affected in this district was in beginning 1,100 square miles, and its population was 726,000. After the *rabi* harvest of 1896-97 these figures came down to 431 and 212,000 respectively.

2. The distress in the Basti district was due to the very high level of prices. The district did not suffer heavily from any severity of crop failure.

3. (*a*) The rainfall was sufficient in June, but deficient in July. The August rains were almost above the normal. But mirage, like September rains glided away. Prices then rose and the district had to take to a more or less extent a share in the general misfortune.

This district grows large quantities of rice. The early rice, which is the staple food of the people and the principal crop of the district, covers, on the average, an area of 941,000 acres Its outturn was about 7 annas. The winter rice, standing on 254,000 acres, suffered a more serious failure. Its outturn was not estimated at more than one-fourth of an average crop. The outturn of *kharif* crops in general was estimated at about half of a normal harvest.

(*b*) The prices of food-grains were higher than those in other years. They were much higher than those experienced in past famines.

4. Up to the time of failure of rains the condition of the affected area had been fair. The preceding seasons had not been unfavourable.

5. Under normal circumstances the population of the affected area is considered to enjoy a fair measure of material well being. There is no section of the population in the affected area which from special causes is ordinarily in an unsatisfactory and precarious condition.

6. The agriculture of the affected area is specially dependent on timely and sufficient rain owing to absence of facilities for irrigation from permanent sources.

7. The agricultural population of the affected area is supposed to have reserves of food sufficient for its support in the event of failure of one harvest. Non-agricultural labourers who even in ordinary years live from hand to mouth have no such reserves. Neither labourers nor the generality of cultivators have cash at their disposal as reserve, but the latter have silver trinkets.

8. I can hardly pass an opinion, but tradition says that the present famine told more severely than that of 1877-78, for since then population has increased, and the land revenue has been enhanced, and wages have not risen in proportion to prices.

9. I do not think there is any reason to suppose that the extent of crop failure, or the degree of distress, or the absence of resources on the part of the people was under-estimated or over-estimated at any point of time. I think we made a just estimate of the situation at every point of time. Exaggeration was carefully avoided.

As to the arrangements existing for ascertaining the imminence of scarcity.

34. The existing arrangements for ascertaining and reporting failure of rainfall and crops are sufficient. I cannot suggest any improvement on them.

35. Revenue village organization is maintained by the State in these provinces, and if there was no such agency as *patwaris*, it would be most difficult to gauge the extent of any calamity.

36. Yes.

37. Yes.

38. Yes.

As to gratuitous relief.

148. The percentage of the population of the affected area placed on outdoor gratuitous relief at the period of maximum pressure was ·17.

149. Most of them belonged to the labouring classes. There were a few agriculturists also.

150. Yes.

151. By labour and work. In years of famine or scarcity all agricultural labour comes to a standstill and little stock of food grain kept by the labouring classes becomes exhausted. The poorer cultivators with their family do all work which in good years is done by labourers. Private charity also is not so freely given as in years of prosperity. Hence the necessity, in a year like 1896, of gratuitous relief. In years of prosperity conditions similar to those described above do not exist, and hence people can live without Government aid.

152. Yes, chiefly women and children. *Pardah nashin* women were very few; their number was 259.

153. I cannot say anything definitely, as there was no actual famine here.

Yes.

154. Yes.

155. No, I do not as a rule. This practice would not always be humane.

156. No, if he has means to provide food to his infirm relative; but if he has not this means, I would put the infirm relative on the gratuitous list.

157. Yes, but with good supervision they do not succeed.

159. Yes, I do.

160. No.

161. Yes, it does to a certain extent, but a little persuasion sets private charity in motion again.

162. No, not in this district, where, by opening village works at suitable centres, persons in any way capable of working had to go.

163. This was done.

164. I am of opinion that gratuitous relief in the homes of the people is preferable to central kitchens.

165. People in this district are mostly orthodox Hindus, and therefore cooked food in State kitchens would not have been welcomed by them. The substitution of kitchens for gratuitous relief in the form of grain or money doles will certainly exclude, on account of these sentiments, certain classes from relief who really need it.

166. Yes, but it will involve more cost to the State and will be more difficult to work.

167. Gratuitous relief outside the poor-house was given in the form of money, and this I prefer to grain distribution, as it is very simple to work.

168. It was given at the houses of the recipients.

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*The numbers refer to the questions drawn up by the Commission.

169. No.

170. The existing revenue and police organization by villages or larger groups was fully utilized in finding out persons requiring home relief. But in distribution of home relief in general no assistance was taken from police; my collectorate staff was sufficient.

171. Voluntary unofficial agency was fully utilized.

As to poor-houses.

172. The population of the poor-houses in this district was not continuously large throughout the famine period. It was largest in the month of January 1897, the number of inmates on last Saturday of that month having been 1,210.

173. The inmates chiefly consisted of beggars, starving vagrants, and homeless cripples. The two last mentioned were the permanent residents.

174. Persons of the better class or of respectable position would certainly have objected to resort to the poor-house for relief, but in this district there were very few such cases, as generally want had not reduced such classes to this extreme. No pressure of any kind would have induced many to go to poor-houses.

175. I have had no experience of any other famine.

176. No, the mortality was wonderfully low in the poor-houses of this district.

177. Very few, say 4 per cent., but none from Native States.

178. The inmates of poor-houses were chiefly mendicants, with some homeless wanderers. Their physical condition was much reduced. They generally were broken down by disease or infirmity. They belonged to the local area in which the poor-houses were situated. Their condition showed that the door of charity in villages was to a certain extent closed, but it did not bespeak extreme severity of famine.

179 Careful measures were taken to keep down the population of the poor-houses by drafting able-bodied persons to work, and helpless persons were sent to their homes to be brought on the village relief list This was systematically done; only orphans, lepers, and people without home remained continuously.

180. Yes, just sufficient; the dietary had to be varied in case of weak and sickly.

181. The rules and appendices are suitable in all respects, but I would suggest the following improvements:—

(i) With reference to the plan of a poor-house given in Appendix B of the Famine Code, page 11A, I have to suggest that the outer wall in which the exit gate is placed should be built of non-inflammable material, and that no inflammable structures should be erected within at least 50 feet of the entrance on either side. The plan provides for only one exit through a narrow gate, and buildings extend along the wall on either side up to the gateway itself. If these buildings catch fire, flames would spread across the gateway and all exit from the enclosure would be barred.

(ii) It would also be advisable to provide for a second means of exit which could be used in case of emergency.

(iii) The Code contains no provision for supply of clothing to inmates of poor-houses. It will be advisable to supply so much ordinary clothing as is necessary to protect them from the effects of the cold weather. The cost of such clothing should be met, as far as possible, from local subscriptions.

(iv) In paragraph 7 of Appendix F of the Famine Code, it is laid down that the daily ration of inmates of the poor-houses should be given in two meals. But experience has shown that in places one meal (of full day's ration) is more in accordance with the habits of the people than two, and therefore the strict observance of this rule should not be enforced. It should be left to the local authorities to decide according to the habits of the people. A little dole of gram, parched or soaked, in the morning, and a full meal in the afternoon, were found very suitable in this district.

The following suggestions may be added as supplementary to the instructions laid down in the Famine Code:—

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(1) The hospital should, as a rule, be made outside the poor-house enclosure.

(2) A small infectious disease hospital, also outside the enclosure, should be kept ready, and its erection should not be deferred until the appearance of epidemic diseases.

(3) Separate latrines should be erected for both these hospitals.

(4) Wells used for drinking purposes should be preserved carefully from contamination. The inmates should not be allowed to draw water for themselves, but *kahars* be appointed to draw water for them. A separate well should be kept for bathing and washing purposes. In the event of an outbreak of epidemic diseases, the well in use should be shut up at once, and thoroughly disinfected before it is used again.

(5) For proper distribution of food among noisy children it is necessary that they should be fed in gangs. These gangs should be of lads of about the same size and age, and the rations assigned accordingly.

(6) Food issued to weak, sickly, and toothless inmates should be warm and freshly cooked. The earlier cooked food may be given to the more robust of the inmates.

(7) There are a certain number of paupers fit for light labour in every poor-house, and these persons should therefore be required to keep clean a certain allotted area of the poor-house.

(8) Separate accommodation should be provided for lepers.

(9) All enclosure walls should have broad entrances at every 50 yards to allow free ventilation of air. They can be closed with grass screens when necessary.

(10) Every inmate should be provided with mats or straw or grass to sleep on. The grass or straw should be shaken up and placed in the sun twice a week.

All these have been tried and have proved successful in the poor-houses of the Basti district.

182. No legal powers are required. There was no opportunity.

183. When the inmates could work, they were made to work, with a fair degree of success. Persons made baskets, *sutli*, and thread so long as they were not fit to be sent to the relief works.

418. No, if they wanted to return home or do their own work. No, only a few professional beggars who could not bear the poor-house discipline tried to escape, but their number was very limited.

As to loans to cultivators and land-holders.

199. The figures in the appended statement show this:—

Advances for—	Advances without interest.	Advances under section 65 (*a*) of Famine Code on partly recoverable system.	Interest at— 6¼ per cent.	4½ per cent.	4 per cent.	Total.	Remarks.
	R	R	R	R	R a. p.	R a. p.	
Land improvement.	5,000	21,000	...	19,100	...	45,100 0 0	
Seed grain ...	...	...	42,837	...	...	42,837 0 0	
Cattle ...	...	...	5,524	...	...	5,524 0 0	
Carrot and potatoe seed.	...	...	...	...	6,175 8 7	6,175 8 7	
TOTAL ...	...	...	...	...	...	99,636 8 7	

200. Advances made for land improvements were spent on the object for which they were made, and not otherwise utilized.

201. The sums advanced for cattle and seed have been simply a boon to the cultivating classes. No more money was needed.

202.—

Advances without interest.	To be recovered in	1½ years.
Advances under section 65 (*a*).	Ditto.	2 years commencing from 8th May 1898.
Advances made for seed, cattle, and potato seed.	Ditto.	After the harvest of the crop for which they were advanced.

Carrot seed advances recommended for remission.

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203. No.

204. I do not approve of the principle of subsistence advances; cultivators should submit to the self-acting test of accepting work on relief works.

205. Apparently it will look economical to the State, but it would be the means of ruining many a family, and the irrecoverable advances may be very large in the end.

206. Every cultivator would certainly want to borrow money; but, unless extreme discretion is used in such cases, not only would the State be overburdened by such an outlay, but the indebtedness will be something the result whereof may not be in the end beneficial to the State.

As to suspensions and remissions of land revenue.

207. The amount of land revenue suspended is Rs. 80,971-6-0. Out of this sum Rs. 25,501 have been remitted in the parts of this district affected by scarcity.

208. The law provides that relief given by suspensions and remissions of revenue reach the cultivating tenant. No.

209. The landowning and cultivating classes have benefited much by this form of relief. They escaped going to the relief works and had not to borrow money to pay to Government.

210. Yes.

211. The suspended revenue will be recovered within two years in four instalments. No.

212. No.

213. Yes. Yes.

214. I think that proper treatment is to suspend first and then to remit later on if necessary.

215. The stamp receipts for 1896-97 show an increase of R3,626 over the receipts of 1895-96; while, on the other hand, figures for 1894-95 show an increase of R1,733 over the receipts of famine year, *viz.*, 1896-97, and therefore I am of opinion that private indebtedness has not increased to any considerable extent. The figures of transfers of land also show such variations. There was no such borrowing brought to light which might involve the ruin of the borrower.

As to orphans.

220. The orphans who have been maintained by the State during famine can be disposed of at its end in the following manner.

If efforts for discovering their parents, relatives, or friends are unsuccessful and respectable persons of same caste and religion cannot be induced to adopt them, they can safely be made over to recognised native institutions or to Christian communities. In the case of the former a formal supervision of Government is needed till the orphans attain the age of self-support.

221. No.

As to private charitable relief as auxiliary to State relief.

222. The only suggestion I can make is in reference to object II. Orphans are State charges pre-eminently, and they might be taken away from the category of charitable relief altogether. The saving thus effected could be well employed on the other three objects.

223. Yes, object II as stated above.

224. I consider the statement of the second object not satisfactory. They are State charges, unless some person or body of its own unrestricted will take charge of them or maintains them.

225. Yes for (*a*), but not for (*b*).

226. No special rules are necessary. The executive officers can always be depended on.

227. No. This would involve any amount of cheating, the checking whereof will be no easy matter.

228. The opening of these cheap grain shops will interfere with private trade also. No such shops were started in this district.

229. No. In my district no such shop was opened.

230. It should only be given just before the commencement of the agricultural season. If given at any other season, it will not serve the purpose for which it is intended.

231. The peasant cultivators who might lose their holdings, through sheer inability to cultivate them, and those who having lost their all in the famine, would, if not relieved, turn into day labourers.

232. I do not think so. This would only be a half-hearted measure, which would not really be benefiting an institution calling itself a charitable one, and the realization of such advances would really cause more hardship than one can imagine.

233. No.

234. It has served many useful purposes. The fund, as is known, was not established with the idea of displacing or dispensing with Government relief. Its action was supplementary to Government relief, and it was able to alleviate the lesser hardships, while no doubt the worst effects of the famine were removed by Government relief. These little comforts have left a permanent impression on the minds of people.

235. The nature and extent of the relief given in this district are noted below:—

Object I.—In supplementing the subsistence ration—which alone was provided from Public funds—by the addition of small comforts, whether of food or of clothing, for the aged or infirm, for the patients in hospitals, for children, and the like.

Object II.—In providing for the maintenance of orphans.

Object III.—In relieving the poor, but respectable, persons who would endure almost any privation rather than apply for Government relief, accompanied as it must be by official enquiry and by some kind of test of the reality of the destitution which is to be relieved.

Object IV.—In restoring to their original position, when acute distress is subsiding, those who have lost their all in the struggle, and in giving them a fresh start in life.

The total amount, consisting of subscriptions locally realized and remittances received from Executive Committee was R54,104-3-4. Out of this sum, R832-15-0 were sent back to the Provincial Committee on the close of the Charitable Fund operations.

I give below the detail of expenditure:—

	R	a.	p.
Under object I	11,720	5	3
„ „ II	96	13	6
„ „ III	1,311	5	11
„ „ IV	40,000	0	0
Miscellaneous	142	11	8
TOTAL	53,271	4	4

236.

Under object I.

Provided with clothing or blankets	1,629
Total number of persons who came to the poor-house	4,200
Total number of persons in Government poor-houses who were provided with comforts	500
Gratuitously relieved outside the poor-houses	4,281
Patients who were provided with medicine	593

Under object II.

Orphans	46

Under object III.

Provided with clothing	150
Gratuitously relieved	411

Under object IV.

Provided with tools or plant	36
„ money to purchase seed and cattle	8,79

237. Distribution of clothing.

238. Distribution of money doles and clothing.

239. Yes, it was right to spend the bulk of the fund in helping those who had lost their all in the struggle, and would have turned into day labourers if not so relieved.

240. Yes.

241. About 8,000 acres.

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As to emigrants and wanderers.

242. The following arrangements were made for the relief of starving wanderers. Money was given to police officers, village officials, and headmen to give help at once to any starving wanderers found at a distance from relief works or poor-houses. After being fed they were sent according to their condition to the poor-house or to the works.

Chaukidars, *goraits*, police officials, village officials, and headmen were instructed to be on the look out for such wanderers. As soon as a case was brought to light immediate relief was afforded in the shape of a meal. This kind of relief was called "casual relief," but it covered the whole district, and saved the life of several persons at a very small cost to the State. The number of wanderers was not so large as to attract attention.

243. The number of wanderers was not large, and opening of more works would not have reduced this number. I do not think it was possible to prevent people who are habitually addicted to it from wandering by any relief measures, except giving them work in their own village.

244. No.

245. The wandering population in this district was very small. About half of them came from neighbouring districts. They were attracted to this district on account of its better agricultural conditions.

246. No difference, with the exception that steps were taken to pass them on to their native districts.

247. Relief should be afforded to them with caution and not in an inviting and encouraging way, and immediate steps should be taken to pack them off to their own districts.

As to the ordinary food of the people.

273. Coarse rice and pulse and wheat and barley are the food grains ordinarily used by well-to-do labourers and artizans of both town and country in this district. No change is made in winter or in summer.

274. They eat two meals, *viz.*, one in day and one in night. Each meal consists of rice and pulse and at times bread. They drink water. In some cases, though rarely, country liquor is used at meals.

275. They substitute maize, *kodon*, *kirao*, *sawan*, *kakun*, barley, and *marua*. In fact, these are used when they are harvested.

276. *Kodon* is considered the worst food grain, and barley, *kokun*, and *savan* are considered easily digestible, and maize and *kirao*, though not so easily digestible, are considered palatable.

277. There are no grains produced in this district which the people do not use.

278. Coarse rice and pulse and vegetables, salt and oil. The afternoon meal consisted of the above. In the morning parched or soaked grain was given to the stronger inmates, and parched rice to the weaker ones.

279. Ordinarily one full meal was given in the day in the poor-houses. This consisted of the eatables and drinkables mentioned against question No. 278.

280. None, except that the inmates wanted more.

281. The diet in jails is given according to different scales depending on the kind of imprisonment and the prisoner. That which can possibly be compared with the poor-house scale has reference to adult prisoners sentenced to simple imprisonment who do not elect to labour and to under-trial prisoners. The scale in jail for these is as follows :—

Cereal combination	10 chataks.
Dal	1 chatak.
Vegetable	3 chataks.
Oil	½ chatak.
Salt	100 grains.
Chilli	1 grain.

The scale for poor-houses is, however, less than the above.

As to food-stocks and prices.

282. The rise in prices was reasonable. I say this, specially when I consider that this district largely exported food grains.

282A. I do not think that the local rates were influenced by any one or any set of persons. The rates adjusted themselves according to law of supply and demand.

283. I do not think so. There has been permanent rise in the average price of food grains, especially in respect of rice and wheat, within the last twenty years.

283A. All the neighbouring districts, as far as I know, shared to a more or less extent in the general distress.

284. The statement attached herewith will explain the fluctuations of prices in the 12 months after 1st November 1896 :—

Statement showing fluctuations of prices of grain from 1st November 1896 to 15th October 1897.

District.	Fortnight ending—	Wheat.	Barley.	Common rice.	Jwar.	Maize.	Gram.	Arhar.
		S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.
Basti.	15th November 1896.	8 12	10 12	8 12	10 8	11 0	9 12	9 0
	30th ditto .	8 12	10 12	8 2	12 0	11 0	9 10	9 0
	15th December 1896.	8 12	10 8	8 2	12 0	11 0	9 8	9 0
	31st ditto .	8 10	10 0	8 2	12 0	11 0	9 8	9 0
	15th January 1897 .	8 5	10 2	8 2	12 0	11 0	9 8	9 0
	31st ditto .	8 6	10 0	8 2	12 0	11 0	9 8	9 0
	14th February 1897.	8 12	10 0	8 2	12 0	11 0	9 6	9 12
	28th ditto .	9 6	11 0	8 2	12 4	11 12	9 6	12 0
	15th March 1897 .	11 0	14 8	8 2	12 6	12 0	9 6	12 0
	31st ditto .	10 12	14 8	8 2	12 6	12 0	9 8	12 0
	15th April 1897 .	10 12	15 0	7 7	12 6	12 0	10 5	12 0
	30th Ditto .	10 12	15 8	8 14	12 6	12 0	10 4	12 0
	15th May 1897 .	11 2	14 12	8 2	12 6	12 0	10 4	11 12
	31st ditto .	10 10	14 12	7 13	12 6	12 0	10 0	11 8
	15th June 1897 .	10 8	13 8	7 13	12 0	11 0	10 0	11 8
	30th ditto .	10 8	12 8	7 12	11 0	11 0	10 0	11 0
	15th July 1897 .	10 8	11 8	7 8	9 0	9 0	9 8	10 0
	31st ditto .	10 4	11 8	7 8	9 0	9 0	9 0	9 8
	15th August 1897 .	9 10	11 0	7 0	9 0	13 0	8 12	8 14
	31st ditto .	10 8	11 0	7 4	9 0	13 0	8 8	8 14
	15th September 1897.	11 0	11 0	7 10	10 0	16 0	8 8	8 14
	30th ditto .	11 0	12 0	10 8	11 0	17 8	8 8	8 14
	15th October 1897 .	11 0	11 8	10 10	10 0	17 0	8 8	8 14

They were chiefly due to the following cause : (1) law of supply and demand. Trade was certainly sensitive. The grain did flow in quickly and freely in response to each rise of price from accessible markets where prices were lower, but generally the grain did go out to places where prices were higher. The trade was in full activity and very sensitive.

285. They bought at the market rates.

286. Yes.

287. Food grains of common kind were largely exported from distressed tracts under my observation, and this export was due to still higher prices elsewhere.

288. In some instances fortunes were made in the grain trade during the high prices. The local grain dealers, *viz.*, *banias*, made large profits. Some people of the cultivating classes also who had surplus stock derived much benefit. The buying and selling was genuine.

289. Yes, when the dealers made sure that good times were coming.

290. Some of the cultivators and landowners in distressed tracts under my observation had surplus private stocks. They generally sold their stocks under the inducement of high prices, only keeping back so much as they required for their own use.

291. The profits of these cultivators were somewhat below what the grain dealers made.

292. No, retail prices were increased a little more than usual.

293. The habit of storing food grains in pits or other receptacles has much diminished among the grain dealers, landholders, and cultivators of tracts producing large crops

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of the common grain. The reason is not far to seek. Improved communications of roads and railways which carry grains at a wonderfully cheap rate have been the chief cause.

294. Yes. Yes.

295. The sum of R40,000 was distributed for seed and cattle as free gift. Rupees 21,000 were advanced on partly recoverable system. The sum of R5,000 was advanced without interest; R73,600 advanced with interest. Land revenue to the extent of R81,090 was suspended, and R25,560 remitted.

296. The bulk of recipients of relief were persons of the labouring classes. Cultivators of the lower castes or their families were found only in small numbers on relief works and scarcely ever came to the poor-houses.

297. The inability of the distressed people to buy grain at high prices was due to their non-ability to get labour in their villages on proper wages.

298. No, because labourers were available at cheaper wages than in ordinary years. This was due to the fact that labour and work were less available than in prosperous years, as the cultivating classes themselves commenced doing field work for which they had been accustomed to employ hired labour.

299. I am unable to answer this question.

300. I have no personal experience of a previous famine, but I must say that the people showed a wonderful power of resistance.

301. Yes, on part of the higher classes.

302. Yes. No.

303. None.

303A. None.

304. The cost of relief to the State would not have decreased; (2) the prices in *bazars* would not have been influenced; and (3) the activity of private trade would still have gone on.

305. No. No, not in this district.

(*President.*)—You are a member of the Civil Service?—Yes.

You officiated as Collector of Basti?—Yes, I was there throughout the famine.

In that office?—Yes.

Yours was one of the slightly affected districts?—Yes. It was only under observation.

Is there much rice-land in Basti?—A great deal.

Most of it is early rice?—Yes, the greater proportion is early rice.

That saved your district as a matter of fact?—Yes.

It is not a congested district, is it?—It is a thickly populated district.

(*Mr. Holderness.*)—You never had very large numbers on relief works?—No.

The largest number was 5,000 in January?—Yes.

That sank to 1,000 in April?—Yes.

In the rains your relief works were closed?—Yes.

On relief works you seem to have had 1,200?—That was the highest number.

You kept that on till the rains?—Yes.

And then you closed finally about the middle of September?—Yes.

The poor-house population was apparently about 1,500?—Yes, in January.

It seems to have gone to 200 in April, and never beyond that?—Yes.

What was the reason of the drop in the poor-house population?—We sent them away to their homes, and put them on to the gratuitous list.

Where did they come from?—They were really the beggar population of the district.

Were there many from other parts of the district?—Very few.

I see you say in reply to question No. 5, that the people enjoy a fair measure of material well-being. With what districts do you compare that?—With Bijnor, Bulandshahr, Agra and Banda.

As compared with Bulundshahr, what do you think of them?—They are not as well off as in Bulandshahr.

As well off as in Bijnor?—About the same, but the standard for each district is not the same. Different districts have to be judged by different standards, and the standards for eastern and western districts again are different.

Judged by the eastern standard are they better off?—Yes.

As compared with Azamgarh, is it a low one?—Yes.

As compared with Banda, do you think Azamgarh low or high?—I think the standard of living in Banda is lower than in Azamgarh.

In Azimgarh there is a great deal of poverty?—I think in Banda there is still more.

Have you seen anything of the Behar districts?—No.

You say in answer to question No. 7, that neither labourers nor the generality of cultivators have cash at their disposal as a reserve, but the latter have silver trinkets. Have they sold their trinkets?—Yes.

Have the labouring population jewellery?—The upper half have, not the lower half.

You say wages have not risen in proportion to prices?—No.

How are the agricultural labourers paid, in cash or in kind?—Both systems exist. Generally they are paid in cash. In the north they are always paid in kind, in the south in cash.

What is the "kind" wage?—One bundle out of 16 that they cut. That gives them about two seers a day. For odd jobs (day labour), they get a pucca seer and a quarter.

Who were the people you placed on gratuitous relief?—Most of them were persons incapable of working. They were almost all of the labouring class, only a few were agriculturists.

Were they people who are dependent on private charity ordinarily?—Yes.

Were they so supported?—No.

They worked, but became weak during hard times, so we put them on gratuitous relief, and those who were found capable of work after about 15 or 20 days feeding were placed on works.

That was one class of people. I suppose there were some other persons who were permanently incapable?—Yes. If they were homeless we sent them to poor-houses.

What has happened to these people now?—The door of charity has again opened.

You had no additional circle agency?—No.

You worked through Kanungos?—Yes, and through Naib Nazirs.

You say in answer to question No. 161 that a little persuasion sets private charity in motion again. Did you adopt persuasion?—Yes.

At the end of the famine?—No; in the middle.

In answer to question No. 163, whether relief work could have been provided by assisting the landowners of the village to undertake the construction of tanks or roads or other village works, you say this was done?—Yes. One hundred and eighty-nine works were opened in this way on the partly recoverable system, and 216 at their own cost by zemindars, so that all the men who wanted work were kept near their homes. Thus we had no necessity for opening big works under the Public Works Department.

Under the partially recoverable system you made a stipulation that the people of the village were to be employed?—Yes.

And incapables as well as efficients?—No.

What was the condition?—We said that a certain amount of work was to be done. The zemindar was compelled to give work to every one able to do work.

Did that system work well?—Very well. The Civil Inspector made measurements, and I found that about 25 per cent. extra work was done.

What formed the work usually done?—One hundred and seventy-six tanks and 16 embankments were made.

Small village tanks?—Yes; for irrigation.

On big public works I understand you first worked on the ordinary Code system, with no Sunday wage and no dole to dependents?—Yes.

You afterwards introduced the Intermediate system?—Yes.

The Intermediate system was introduced in March. That continued till you closed your works?—Yes.

When you introduced the system did people earn enough to keep them in health?—Yes.

Did they do the task?—Yes; they did more than that, and got the 25 per cent allowance at times.

You say the mortality was very low?—Yes.

Had you any very seriously emaciated cases in poor-houses?—Very few. There were some children.

(*President.*)—To what do you attribute the emaciation?—They were generally infants in arms. The mothers had not had sufficient food till they came to the poor-house.

(*Mr. Holderness.*)—In answer to question No. 199, you say that Rs. 6,175-8-7 have been advanced for carrot and potato seed, and in reply to question No. 202 you say that carrot seed advances have been recommended for remission?—Yes. The carrot seed has been an absolute failure.

This is going to be written off in consequence of the failure?—Yes.

In reply to question No. 204, you say that you do not approve of subsistence advances. You say cultivators should submit to the self-acting test of accepting work on relief works. Did you find that cultivators came to works?—Yes; they came to public works.

Did people live on relief works?—No, they went to their homes. There was no residence on works.

In answer to question No. 220, you refer to orphans. Had you any orphans?—About 15, who were given to men of their own caste and creed when the poor-house was broken up.

You say in answer to question No. 231, that peasant cultivators who had lost their all in the famine would, if not relieved, turn into day-labourers. Were there many cases of that sort?—Not in the present famine. I may say that some have been going towards doing day-labour since some time.

The cultivating class was not very much injured by this famine, was it?—No; it only lost one harvest.

With reference to what you say in answer to question No. 274, are the two meals of the same quantity?—The night one is large, the day one light. These two meals are only partaken of by the better classes.

What do the poorer classes have?—One in the evening. The men who came to the poor-houses were the poorest of the day-labourers.

(*President.*)—Was it not the old custom to have only one meal in the day for the better classes?—In Benares they always take two meals.

(*Mr. Holderness.*)—What do you think the poorer class of labourer eats in a day?—A *pucca* seer.

In addition to pulse and vegetables?—All told, he would eat three *pao* of atta, two chhitacks of dhal, and half a *pao* of other things.

Have you ever thought whether the wage was sufficient to buy that food?—Yes. My conclusion is that the labourer always earned enough.

What grain did you take as the basis to fix your prices?—Kodo and Marwa.

Were they the cheapest in the market?—Yes.

What was the rate generally in force in the early months of the year?—Twelve seers. Never more than 12 seers, as far as I remember.

You say the inmates in the poor-houses wanted more. Do you think that was reasonable?—I think they ought to have had more. They got 8 chhitacks; I think that should have been increased to 10 chhitacks.

In reply to question No. 283, you say there has been a permanent rise in the average price of food-grains, especially in respect of rice and wheat, within the last 20 years. Have you carefully looked into that?—Yes.

That does not affect the poorer classes of the labouring population?—No, still at times they do eat wheat and rice, specially at times of festivals.

Have the prices of common grains gone up?—No.

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These are not a fair standard?—No.

In the intermediate periods, prices were lower?—Yes, but prices just now are much higher.

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You say in answer to question No. 287, that food-grains were largely exported. Is your district a largely exporting one?—Yes, it always exports, but Burma rice came in in small quantities at a later stage of distress.

Were you ever apprehensive that you would be left without food?—Yes. I asked the Commissioner to allow me to stop the export, but he would not.

Is there a good deal of grain stored?—It is produced and sold, not stored.

Do you think the generality of cultivators kept stocks throughout the famine period, which they did not produce to sell?—No, I think they all sold it, because they never would have got the same prices again.

In answer to question No. 293, you say the habit of storing food-grains has greatly diminished. On what facts do you go?—The export has increased. I know one of the biggest zemindars says he has not one-tenth of the wheat his fore-fathers had. He says if he had the wheat his fore-fathers had he could have fed all his tenants.

Is that a typical case?—Yes.

In answer to question No. 297, you say the inability of the distressed people to buy grain at high prices was due to non-ability to get labour in their villages on proper wages. Did the wage rate go down during the scarcity?—Yes At one time I could get an able-bodied man for 4 pice. That was the time when agricultural labour had stopped.

And now?—Not less than 6 pice to a strong man, and 5 to others. That is in the villages. In towns it is much higher.

You say in answer to question No. 300, that the people showed a wonderful power of resistance. In what way?—If they had any ornaments they would go to a bania and ask for a loan, promising him payment by the next harvest; that is to say, they would not give way to the scarcity.

You mean that they exhausted their borrowing resources before coming to works?—Yes.

Is there a great load of debt?—Not a very great load. They didn't actually sell, but mortgaged their silver jewellery.

(*President.*)—Did they sell cattle?—No.

(*Mr. Holderness.*)—With reference to what you say in answer to question No. 304, do you think it would have been a good thing to import grain for relief works?—I don't think it would have been a good thing. I don't think it was wanted.

Were prices higher than they ought to have been?—No, I don't think so. They didn't jump up or go down without cause. When a large quantity is exported, prices must go up.

What is the present condition of your district? Has it recovered from the famine?—Yes.

(*Dr. Richardson.*)—One witness said that the ultimate appeal must be to mortality statistics. If this appeal was made in the case of Basti, you did not have a severe famine?—No.

There was no distress, as measured by the health or unhealthiness of the people?—No.

(*Mr. Bose.*)—Do the remarks you make in reply to question No. 165 also apply to children?—Yes, certainly. Basti is the home of the Sarju Pari Brahmins; Chhatris would also object to send their children to kitchens.

With regard to your answers to question No. 220 and No. 221, if the managers of institutions are unable or refuse to support these orphans, what would you do?—Then they must be made a Government charge.

Is the opinion given in answer to question No. 227 based on the actual working of the cheap grain shops?—It is only my opinion. We had no Government grain shops.

With reference to what you say in answer to question No. 232, this refers to cases where aid takes the shape of a loan?—If loans are given from the Charitable Relief Fund then my answer is what it is.

You would not object to any State aid in the shape of gifts?—No.

(*President.*)—At one time I think the age below which children should not be allowed to work was fixed

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at 7. Now the idea is to fix it at 10, what is your opinion?—I should say 10 years.

You think no child should be allowed to earn a wage under 10?—No, in fact, the general custom in India is that children of labourers do not come to work under 10. They may go to their own fields, but not to earn a wage.

Do you think a working boy of 15 eats less than an ordinary man, or about as much?—I should say certainly equal to an ordinary man.

And does a girl of 15 eat as much as an ordinary adult woman?—Yes.

In respect of the food ration, at what age would you draw the line between an adult and a boy?—I should say from 13 or 14, then from 14 to 9 inclusive, and from 9 downwards.

A child of 8 would eat a great deal more than a child of 3. It would be necessary to have a difference?—Yes, I would let a child till 4 go with the mother.

There has been a good deal of talk on the question whether the women on works who got the cash-doles for their children stinted their children and not themselves. Do you think that is likely?—I don't think so.

There has been a good deal of evidence that children looked emaciated with the mothers but did not look emaciated when fed at kitchens; can you suggest any explanation of that?—If there were medical evidence to show that the mothers were ill, that would explain it, otherwise I would say the mothers ate up the children's dole.

(*Mr. Stoker.*)—Do you think the diet in poor-houses is more than sufficient to support people in health?—It is just sufficient to support life. The distinction is a delicate one between supporting life and living.

(*Mr. Holderness.*)—Did you find the money-dole sufficient for people on gratuitous relief?—Yes.

(*President.*)—Do you think that it is in itself sufficient, or were they able to supplement it?—I think it is in itself sufficient, because by buying the cheapest grain they could get a little more than they would get in the poor-house.

Was there anything like *mowa* that the people could get in Basti?—Yes, *mowa* is abundant, though not as much as in Banda.

(*Mr. Stoker.*)—Do you think there has been a rise in the prices of grains?—Yes, that is based on statistics.

Why have rice and wheat gone up?—Because they have been exported to a greater extent. Winter rice is exported, early rice is kept for home consumption.

MR. C. W. ODLING, C.S.I, Chief Engineer and Secretary to Government, N.-W. P. and Oudh, P. W. Department, Buildings and Roads Branch, called in and examined.

Mr. C. W. Odling.

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I put in written answers to the Commission's questions.

* 39. See Resolution, pages 35—45, 89—92.

40. I was Chief Engineer and was in constant correspondence with all Public Works officers engaged. As Secretary I was also in communication with Civil Officers.

41. Please see pages 37, 38, 89—91, 106, and reply to 43.

42. See page 106.

43. There were no material departures except (1) intermediate system, (2) classification of workers.

As to (1) please see pages 89—92 of Resolution. As to (2), see rules of 1st December, sections 34—36, pages 20—21, Volume III, Appendix.

44. Please see pages 89—92 and 106 of Resolution.

45. Various improvements are recommended in the Revised Famine Code, the chief being the different systems to be observed in famine and scarcity districts, there being no maximum wage in the latter; also pages 89—92 of Resolution.

49. In regard to the second part of the question, see pages 138—146 of Resolution.

50. Two hundred and eighty three on 27th February 1897: Public Works only.

(*a*) Two hundred and fourteen. Road.

(*b*) *and* (*c*) Fifty two. Tanks on a large scale were subsequently started.

(*d*) There were two canal works (*not* shown in above total).

(*e*) There were no railways.

(*f*) Seventeen. Miscellaneous works.

51. *Vide* page 103, Resolution, 3,274 miles, all unmetalled.

52 *Vide* paragraph 43, Appendix D-XIV, Revised Famine Code.

53. Pages 95 and 103 of Resolution.

55. It is a work mainly suitable for the rainy season, page 77 of Resolution.

56. No, the roads requiring metal are very largely in non-famine districts.

57. (*i*) In districts where such tanks are common, they are very suitable, page 12 (rules of 1st December), Appendix, Volume III.

(*ii*) I think personally that they are most useful; also see page 103, Resolution.

58. Page 103, Resolution. Public Works Agency, 1,463. No separate accounts of tanks and reservoirs have been kept. They are nearly all tanks, six large reservoirs only. Civil Agency, see page 109, Resolution.

59. I leave this to Superintending Engineers. I believe the supervision was sufficient.

60. No, the number which can usefully be constructed in districts where tanks are common is almost unlimited.

61. Banda.

62. They will be of some considerable value, page 103 of Resolution.

63. Yes.

64. There were no irrigation works constructed specially as famine works. Famine labour was employed on the Fatehpur Branch, Lower Ganges Canal. Total expenditure famine, Rs. 20,202.

67. Please see pages 140—143, Resolution. Ken Canal suggested.

68. No arrangements have been made. In such works it is nearly always proposed to use roads, and they are consequently usually not suitable for the employment of relief labour.

69. See pages 139—144 of Resolution. Generally, except those specified, I should say no.

70. Please see page 82, Resolution. The programme was imperfect in December 1896, but it was found possible to have works ready whenever required.

71. I do not think a direct reply can be given to this question. Persons will go to their homes if not more than, say, five miles distant, but in suitable weather some of them will prefer to stay on the works.

73. It seems to me that no measure of this kind will be of any sensible value in a severe famine. I have never on the largest irrigation works with which I have been connected had to employ more than 25,000 persons at one time.

75. No.

76. I do not think that persons would come and stay on relief works unless they were in need of relief. A high task, a low rate and a maximum wage are, in my opinion, sufficient.

77. No condition as to residence was enforced. *Vide* also pages 38 and 131 of Resolution.

78. The Public Works establishment in anything approaching to a famine would be insufficient for either large or small works, but it can be expanded as mentioned in page 99 of the Resolution.

79. No distinction was made, but persons on arrival received a meal if required.

80. The expenditure under this head was small. No separate account was kept.

81. *Vide* page 59 of Resolution.

82. In very few cases authority was given to spend up to R100 per charge. Page 139, Volume III, Appendices.

84. Approximate figures only can be given. There were 129,434,071 units on task work and 15,607,435 units on piece work.

* The numbers refer to the questions drawn up by the Commission.

85. No, I do not think it is suitable for famine districts. Page 92 of Resolution.

86. It is suitable for districts where famine is not severe.

87. Please see page 90 of Resolution.

88. A lower task, see page 91 of Resolution.

89. See page 90, Resolution.

90. In any arrangements it must be possible for individual workers to insist on being paid separately if they desire, *vide* page 179, Volume III, Appendices, but payment by gangs is very desirable.

91. The practice varied, but the rule was that individuals were entitled to be paid separately if they desired. The tendency was to resort to payments by gangs.

92. If the principle of individual payments is maintained, I doubt if there would be any considerable reduction, if any. The measurements would require more attention.

94. *Vide* paragraph 60, Revised Famine Code.

95. *Vide* paragraphs 90—101 and 104, Revised Famine Code.

96. The wages table, Appendix D-XV, Revised Famine Code, appears to meet all requirements.

96A. *Vide* paragraph 104, Revised Famine Code, and paragraph 43, Appendix D-XIV, Revised Famine Code. Neither men nor women would be satisfied with the same wage.

97. *Vide* Chapter VI, Revised Famine Code.

98. Ten years, *vide* Chapter VI, Revised Famine Code.

99. *Vide* Revised Famine Code, Appendix D-XIV, paragraph 47, also Resolution, page 36.

102. Yes, to the extent allowed in Revised Famine Code. Approximately 25 per cent.

103. Yes, *vide* paragraph 83, Revised Famine Code, but I think only persons present on previous Thursday should be paid.

104—106. This has been provided for in Revised Famine Code, Appendix D-XIV, paragraph 43; but whether it will stand the test of practice remains to be seen.

107. It is quite certain that the best possible arrangements will not be secured; there will nearly always be an excess of carriers in famine districts.

Something may be done in employing excess carriers as diggers with a reduced task.

108. See paragraph 35, Appendix D-XIV, Revised Famine Code.

110. Pages 89 to 92, Resolution.

111. No, page 92, Resolution.

112. Page 102 of the Resolution. Taking districts only where there have been a considerable number of relief workers, the proportion has varied from approximately 1 to 1 in Sitapur to 1 to 3 in Hamirpur. The general average is 1 to 2. There has been some variation, the general result being that there were fewer men in the late famine.

113. Proportion one man to two women and children. The proportion does not seem to be excessive, admitting famine.

113B. This has been done to a large extent by the ordinary road repairs and repairs to famine roads.

113C. In these provinces it is being provided for from provincial or local funds; in the latter case, from the reserve which it was intended to keep, as far as possible, unexpended.

113D. No.

114. For civil works, please see paragraph 58, Revised Famine Code.

115. Revised Famine Code, *vide* paragraphs 31 and 34.

116. The Collector should, I consider, be held responsible that all persons requiring relief are provided with work on which they can earn wages adequate to their maintenance, and should possess powers which will enable him to achieve this object. The Executive Engineer in these provinces, more especially in famine time, is largely a controlling officer. He and the District Engineer should be held responsible for the organization and conduct of the works, and they should have a voice in fixing the task (Revised Famine Code, paragraph 62), and on this subject should be allowed to appeal to the Commissioner. See Revised Famine Code, Chapters III and V, and Appendix D-XIV.

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117. Considerable caution is, I think, necessary. The most important matter is that orders should be given to the District Engineer and not to subordinates. I do not think detailed examination of charges accounts should be made by Collectors' Assistants; they should however ascertain that persons requiring employment obtain it.

118. Naib Tahsildars. See Famine Code, paragraph 67. There will also be a difficulty in getting sufficient suitable men. When Naib Tahsildars are not available, candidates must be employed.

119. Yes, *vide* paragraph 66, Famine Code, and paragraph 8, Appendix D-XIV.

120. Yes, this was the practice during the late famine. See also paragraphs 68 to 86, Famine Code.

121. It might be desirable to vest Military Inspecting or Sectional Officers with such powers.

124. Famine districts daily, Resolution, page 87. *Vide* also paragraph 80, Revised Famine Code. Where piecework is established (scarcity districts) and the persons work in gangs, it may be possible to pay weekly, Appendix D. XIV, paragraph 53, Revised Famine Code.

125. Pay to the nearest pice as shown in the ready reckoner, Appendix D-XV. If pie payments are attempted, there would be both trouble and fraud.

126. *Vide* Resolution, page 87. Payments should be made by mates wherever they are qualified. If qualified mates cannot be obtained, then gang *muharrirs* should pay, paragraph 51, Appendix D-XIV, Revised Famine Code.

127. All comers were admitted who were willing to work, *vide* Resolution, page 52.

128. The people of the different districts vary greatly in their amenability to discipline and in their aptitude for subordinate posts on works. For instance, in Oudh any number of capable mates can be obtained; in Banda none. In Cawnpore a very good class of *muharrirs* is obtainable; but they would not go to Banda.

129. It is scarcely possible to give a minimum number; less than 2,000 workers are undesirable; a full charge of 5,000 workers (Appendix D-XIV, rule 6, Revised Famine Code, paragraph 74) is desirable.

130. *Vide* Resolution, page 91. It is desirable that children should generally receive relief by being fed. Revised Famine Code, paragraph 89.

131. *Vide* Resolution, pages 104—105. The comparison must not be made between small works carried out by surplus labour when cultivators are not required in the fields, but between the rates paid in a large work like the East Indian Railway, prosecuted as fast as practicable. For a small drainage cut at Khaga, not far from Allahabad, which the East Indian Railway proposed to carry out and charge to the Local Government, the rate for earthwork and dressing was R4 per 1,000 cubic feet.

132. The accounts and forms proposed (Appendix D, Revised Famine Code) give, I think, all the information necessary for either statistical or accounts purposes. The ordinary Public Works Accounts would be required in addition. A good deal of trouble has been caused by vouchers for small amounts being called for. Vouchers for sums under R5 should not be submitted to Examiner (Appendix D-XIV, paragraph 54, Revised Famine Code). The Public Works Code should be altered if necessary. I take this opportunity of saying that there is little difficulty in giving any information in accounts or returns if provided for beforehand; but that it is exceedingly difficult to obtain statistics of matters not separately shown in the accounts from the first.

133. I received no complaints except one, which arose in Bengal and was forwarded by the Government of India I believe the Agent, Bengal and North-Western Railway, did complain to the Government of India.

134. I do not think there were any grounds, *vide* pages 101—102 of the Resolution, and pages 67—77, Volume III, Appendixes.

135. *Vide* page 101 of the Resolution.

136. *Vide* page 101 of the Resolution.

137. In famines, if private employers wish to attract labour, it will be necessary for them to increase their rates, so as to follow to some extent the increased price of food.

139. I doubt, except as provided by Civil Works Agency, where a part of the cost of useful works has been paid by the State.

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(*Mr. Higham.*)—As Chief Engineer, what were your duties and responsibilities in connection with famine relief operations?—My duties were to see that funds were provided for relief works as required, to see that tools were provided and also the establishment for such works as were designated by Civil Officers.

What was the departmental organization that was available for relief works before the famine began?—It consisted of 37 Engineers and 64 Subordinates.

How many circles were there?—Three.

What were they called?—First, second and third circles, with head-quarters at Allahabad, Lucknow and Meerut.

Conterminous with Civil Divisions?—Yes. One Divisional Engineer with each Commissionership, except Allahabad which has two Divisional Engineers.

Is there an Executive Engineer in each district?—No. There were five Executive Engineers and nine Assistants in charge of districts; the remaining districts were in charge of Upper Subordinates who are styled District Surveyors when in charge of districts.

The District Engineer or Surveyor is the professional adviser of the Collector of the district?—Yes; he is the Public Works Sub-Divisional Officer.

Conterminous with the Civil District?—Yes, with one exception.

When famine relief operations began, did you find it necessary to make additional circles?—Yes, the third circle was divided; Allahabad formed a circle by itself, and Benares and Gorakpur remained as another circle.

Was the Public Works establishment too shorthanded to meet the demands made on it?—They were worked excessively.

Were there any transfers from outside?—Only one.

Were there any officers sent from the military works?—Eight Royal Engineers and 12 Staff Corps Officers. Excellent men they were too.

The management of relief works throughout the North-Western Provinces was carried out in accordance with Circular No. 18 of the 5th December. What was the origin of that Circular?—Experience gained in the spring famine in Bundelkhand.

Did you in Bundelkhand work on these lines?—Yes.

The particular deviation from the Code is the great reduction allowed in the wages?—Yes, there is a reduction.

That is to say, that under this Circular no digger, however able-bodied, is supposed to receive more than 19 chittacks a day?—Yes.

Under the Code, if a professional digger, he could earn 21 chittacks?—Yes.

Under the Circular no carriers could earn more than the D wage?—No, the wage was 14 chittacks for a man and 13 for a woman.

Under the Code, anybody who had a task to do was supposed to earn 15 to 17 chittacks?—Yes, that is so.

Then under your new rules big children could earn ten chittacks and small children six?—Yes.

Under the Code they could earn 15 and 10, respectively?—Yes.

So that all round there was a considerable reduction in what might be earned?—Yes.

Were these reduced wages justified by the famine in Bundelkhand?—Yes.

Were these reduced wages actually paid in Bundelkhand?—Yes. The C wage was abolished in Bundelkhand, and the A wage except for special men like mates.

From the wage table in this Circular it appears that the workers very often received less than would purchase the rations they were supposed to get?—Yes, that was sometimes the case.

That is, the wage table is not as much as the ration table?—Yes; it was framed on a pice and not a pie basis.

Under your rule the B digger will only get 17 instead of 19 chittacks?—Yes.

Then as regards the D carrier, instead of 14 chittacks he gets 12½?—Yes, that is so.

Then as to a small child, instead of getting six chittacks he only gets the price of five?—Yes.

So that instead of 19, 14 and 6 chittacks you give respectively 17, 12½ and 5?—Yes.

That was on the 10-seer basis?—Yes.

If you had your wages on the 12-seer basis and prices went to 11, wages would not be altered?—No.

They would be subjected to further reduction on that ground?—Yes. I think it would be exceedingly difficult to fix prices.

Do you know if the wage you gave was more liberal than the market rates?—Generally less.

Were changes under the wage basis made frequently?—Very seldom.

But rates were constantly changing?—I don't know.

In regard to the letter at page 43, Appendix, Volume III, deals with the introduction of the system of petty contract on piece-work?—Yes.

To what extent was an attempt made to carry this out?—It was carried out in several districts in Fyzabad, some portions of the Agra Division and also in Fatehpur.

What was the class of people to whom contracts were given?—In Fyzabad practically to the servants of one man.

In other divisions?—I cannot say who they were. They did not come to my own particular notice.

Was piece-work given to the head of the working gang?—No. It was in Gorakhpur under the modified system.

Was it found that village pattadars would not come forward?—Yes.

This Circular does not contemplate giving it to workmen themselves?—No. It contemplates giving it to non-workers—those who hadn't to work with their own hands.

Not to the head of the family gang?—No.

That was proposed in your second Circular at page 54?—Yes.

In this Circular the leading idea seems to have been that the ordinary labourers should be put into a position to earn enough for themselves and all their dependents, not only during the week, but also on the rest day?—Yes. I think they had some resources of their own.

Was it not the idea under this Circular that the presence of large crowds, including numerous dependents, might be dispensed with on works?—Yes. I think it was also considered they might have some small means of subsistence of their own.

It was laid down that no dependents would be recognized?—Yes. That is a part of the system.

In what way was it supposed that the labourer would be in a better position to support his dependents?—The first question is the amount of work he could do. If the task was 120 feet he could earn 3½ annas.

I want to know if a family of workers could earn more under this system than on the task-work system?—He could earn a little more if he does the ordinary task. If he does the maximum task he earns one anna more.

How is it possible under this scale for a man to earn more than under the ordinary task?—As a matter of fact he does earn more.

Firstly,—Is the following a correct statement, that under the piece-work system fining is carried down one degree lower?—Yes. There is no minimum wage.

Secondly,—Under piece-work the male carrier is paid less than when he is on task-work?—It is only true in certain circumstances. These circumstances were of frequent occurrence.

Thirdly,—Under the piece-work system the Sunday wage had to be earned?—Yes.

Under task-work it was given as a matter of course?—Yes, it was in the hot weather, not early in the famine. There were restrictions also as to having been on the wor s on the preceding Thursday.

Fourthly,—Under the piece-work system you gave no relief to dependents?—No, but we found it necessary to give relief to children.

No relief was at any time given to adult dependents?—No.

You say a man was put in a better position under the piece-work system to support his family?—Yes. He was a free agent and the system was only applied to scarcity districts. He could probably do with fewer carriers

and finish his work quicker so that he had free time at his disposal.

Would it not be correct to say that the justification of the system was the necessity for putting pressure on people to return to their fields, rather than the reasons given here?—It was considered desirable to stop the system under which every person was entitled to a daily dole.

It was really intended to tighten up the system of relief?—Yes.

Would it involve a heavier expenditure on establishment?—There is a difference of opinion. It varied. At Gorakhpur it is said to involve less expenditure because they worked in gangs. In other places it involved the same expenditure. If worked continuously for five or six months, I think there should be a reduction.

Were people obliged to attend at regular hours as task-workers?—No.

They had to attend for the muster?—Yes, but they kept their own hours. They would be paid even if they did not attend the muster, so long as any man of the gang was present.

If you introduced a system like this of payment-by-results and fining without limit, would not the same end be attained in a simpler manner by simply paying the head of the party according to the work done?—Yes, certainly.

Why was that not done?—I was given to understand that the people would not agree. It was mentioned that they quarrelled very much. It was considered that every person had the right to be paid independently, if he insisted on it.

It was not permissible under this order?—It was never intended to prevent payment of the gang as a whole.

You had a true system of piece-work in Gorakhpur?—That was started under these orders.

Did that work satisfactorily?—Yes, but it didn't attract a very large number of people. It would not have been suited to a famine district.

Did it keep off people who ought to have been on works?—I don't think so. There were 18 charges in June and 15,000 persons.

With reference to the Gorakhpur system, what was the average of carriers to diggers?—There were generally two carriers to one digger.

Do you consider that the Gorakhpur system is satisfactory wherever it could be applied?—Yes.

Has any provision been made for working the Gorakhpur system in your revised Famine Code?—Yes. Paragraphs 44 and 45 of Appendix D XIV practically prescribe the gang system.

Will payment depend solely upon the quantity of work outturned or on the number of people in the gang?—Solely on the outturn.

Supposing task-work was taken up by a digger and one carrier, instead of two, would one carrier receive the wage of two carriers?—The two (digger and carrier) would be paid at the prescribed rate per hundred cubic feet.

Have you any remarks to make as to the men employed as officers in charge?—Those appointed early in the famine gave satisfaction, but those appointed late did not. They were young and had no experience. As soon as Naib Tahsildars and the qualified candidate class are exhausted, I think it is best to promote mohurrirs.

Have you any suggestions to make as regards the future management of relief works?—No, I have none apart from the Revised Famine Code and the suggestions in the Resolution.

(*Mr. Holderness*).—Will you kindly tell me whether there is a maximum to the earnings of a worker under the new Famine Code in a famine district?—A man cannot earn more than the ordinary full wage.

The age for non-working children is fixed at ten. Do you consider that the best age?—That is a matter on which I am not qualified to give an opinion. I should certainly say children under ten should not be worked.

(*President*).—There is no objection to their helping?—No.

(*Mr. Holderness*).—What is your answer to question No. 74?—I think on the whole residence on works was the rule. It was for any one whose home was more than four miles away. A direct reply is scarcely possible.

N.-W. P.

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You say in answer to question No. 86, that you think piece-work is suitable for districts where famine is not severe. Do you mean by piece-work the system that is described in the new Code?—I refer to the system in which there is no minimum and extra wage. It is tantamount to the system described in the new Code.

You say in answer to question No. 94, "*vide* para. 60, revised Famine Code." That represents your own view?—Yes.

The same answer applies to No. 95?—As regards a man or woman I think the food or remuneration is sufficient. As regards children I am not qualified to give an opinion. I think it is a matter for Medical Officers.

Do you include non-working children?—For non-working children I am not able to give an opinion.

For working children you consider it sufficient?—Yes.

(*President*).—Working children up to the age of 16?—Yes.

Do you think a boy or girl of 15 requires as much food as an adult?—I should prefer myself to alter 16 to 14. I consider any one above that age should be treated as an adult. If strong it is pretty certain they would be so treated.

(*Mr. Holderness*).—You say in answer to question No. 99, "*vide* revised Famine Code, Appendix D—XIV, para. 47, also Resolution, page 36." Has this particular penalty of giving the penal ration ever been enforced?—I have not heard of it being enforced. In fact the sole penalty I have heard of is the minimum wage. The penal wage is very uncommon.

With reference to your answer to question No. 102, I understand your reply is that you are in favour of that in a scarcity district?—Yes.

And as regards your answer to question No. 108?—For a famine district I consider the best unit is 60 to 80 strong.

In answer to question No. 111, you refer to page 92 of the Resolution. The Resolution says it is not applicable to a much distressed district?—I don't think it is at all applicable to a famine district. If they keep arranged in the gang system all the better.

If you had to provide for a famine district what would you do?—I would start the famine system at once.

With reference to your answer to question No. 116, I understand that you consider that the Collector and District Engineer together should fix the task?—Yes.

And that in case of a difference, appeal should be allowed to the Commissioner?—Yes, and his decision should be final.

In answer to question No. 130, you say it is desirable that children should generally receive relief by being fed?—Yes, I am in favour of cooked food. My opinion is that in a famine district I would not feed the children, but give cash doles instead: in a scarcity district I would feed them.

What is your experience in famine districts. Do parents provide fairly well for their children?—Yes, they do. In Banda and Allahabad cooked food was ordered for children owing to mothers getting impoverished.

Is it your experience that the money dole was sufficient?—Yes. I heard no complaints till late.

Do you think these complaints might have been remedied by increasing the allowance to children instead of opening kitchens?—I think the first thing required was to get the children fat again, and you could not do that except by feeding them.

With reference to your answer to question No. 133, had the railway fair grounds for complaint?—I don't think they had any. In Gorakhpur we were giving very low rates on piece-work. We had 18 charges and could not fill them. There were 15,526 persons on them.

But complaints did arise?—There was a complaint from Bengal which on enquiry was considered groundless. In Azamgarh there was a complaint too.

Was Azamgarh the only place where large works were in progress?—No; there were large works also at Ballia Gonda and Bahraich.

In Azamgarh did you pay the ordinary rates?—The same as we paid before the famine.

How far did the railway give effective relief to people?—I am not able to answer the question.

(*President*).—With reference to what you say in answer to question No. 96 A, would you propose a different

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wage for men and women in the same class?—I have asked a number of natives of the country and they always assure me that if men and women got the same wage it would create intense dissatisfaction among them. I have also consulted officers and subordinates and many others on the point. To deliberately pay men and women the same will in some sense create discontent and is not desirable. I can only give the opinion of the people I have consulted.

(*Mr. Holderness*)—Under the Code a man and woman as carriers, get the same wage?—They may do so, but it is accidental. They are never put deliberately on the same footing. There has always been an intention to give the man a little more, but it does not come out.

In the operation of the pice system it does?—Yes, but the minimum of the man and woman is not the same.

(*President*).—You say in answer to question No. 117 that you do not think detailed examination of charge accounts should be made by Collectors' Assistants. Was that done in practice?—Yes, I heard of some cases where it occurred and caused a good deal of trouble by taking up the time of the officer in charge whose work suffered in consequence.

Who does look after these?—The District Engineer or Military Inspecting Officer.

(*Mr. Stoker*).—With reference to the table attached to the orders of 15th September, that was made on the pice not pice system?—Yes.

Had that reference to the desirability of making daily payments?—Yes. The alteration in it was not to reduce wages, but to enable daily payments to be made.

As a matter of fact, in practice, did you find any coin except pice in which to pay?—No.

May I take it that it was considered as generally more expedient to maintain daily payment though it involved the pice system?—It was considered that daily payment must be provided in pice.

Do you know whether, though these payments were framed on the standard grain current, there were other cheaper foods?—Sometimes there was food at one-third of the price. Potatoes were very cheap.

Can you say as a matter of fact whether, in spite of the drawbacks this short payment entails the scale of wages paid on intermediate works proved sufficient to maintain them in health?—I understand it was always sufficient both on the intermediate and famine system. When the system had been adjusted in actual working, the scale was found sufficient.

As a matter of fact was the intermediate system framed to permit of the worker earning something more than he could have earned on the fixed scale of the Code?—Yes.

The rate was the 12-seer scale?—Yes.

Under the 12-seer scale what would the digger's wage be under the Code system?—Six pice.

And the two carriers?—One anna each.

And under your scale (page 57) for intermediate work?—It's the same for the ordinary task, but for a full task the earnings of the three persons would be 0-4-3 in place of 0-3-6.

(*Mr. Higham*).—They would have to do 25 per cent. more work?—Yes.

(*Mr. Stoker*).—What was the object of this system. Was it to ensure that they should do more work if they wanted more wages?—There was a difficulty in exacting a sufficient task under the Famine Code, and it was therefore desirable to give the men a decided interest in doing a full task.

Was it the case under the Famine Code scale of wages that there were any excess earnings found in the case of a family working together?—Yes.

Were you compelled to frame the scale in order to meet the cases of individuals?—Yes. It was considered that each individual had an absolute right to be separately paid.

Was the introduction of the system of cooked food to children and dependents on the intermediate system in your opinion due to deficiency in the earnings of the parents, or was it due to other causes?—I do not think so. In many cases no extra allowance was found necessary. In other cases children were found to be in an impoverished and emaciated condition, the fact was noted, and cooked food given. The same was the case where the intermediate system was not in force.

(*Mr. Bose*).—As regards the wage earned by a party of three (one digger and two carriers), would there be any difference between the wages earned when a whole week is taken into consideration, the Sunday non-working wage under section 91 of the North-Western Provinces Code in force at the time of the famine being added in the case of task-workers?—There is one point to be taken into consideration. The Sunday wage was only given when the hot-weather commenced. It was not allowed in the cold weather. What you say is practically true.

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RAI KUMAR PARMANAND BAHADUR, Pleader, Allahabad, called in and examined.

I put in a written statement of evidence.

I wish to state at the outset that the few suggestions and observations which I propose to make here, are solely based upon the limited experience I gained from my work in connection with the severe famine just happily over, and it is confined to the operations of the private charitable relief which were carried on in the city and suburbs of Allahabad under the directions of the Allahabad Special Charity Committee, of which body I was for the first three months the joint, and afterwards to its dissolution on the 31st January 1898, the Secretary. As a member and for about three months as Acting Secretary of the Executive Committee, North-Western Provinces and Oudh Indian Charitable Relief Fund, I had constant opportunities of learning the general state of affairs in famine-stricken portions of the province and of the methods that were being employed to relieve distress.

Introductory.

The Allahabad Special Charity Committee was formed at a public meeting held on the 18th November 1896, and was attended by a considerable number of representative European and Native gentlemen. The object with which the committee was established, was to provide relief to persons of respectable position living within the limits of the Municipality and suffering distress, but to whom it would be an indignity to labour on relief works or to seek succour in the poor-house. Over R20,000 were subscribed on the spot and the Committee commenced its operations from the 1st January 1897. It will appear, therefore, that at Allahabad, as in several other places, steps had been taken to relieve the respectable poor before the public meeting of the 14th January 1897, was held in Calcutta and a long time before the formation of the Executive Committee, North-Western Provinces and Oudh, Indian Charitable Relief Fund. That was formed at a public meeting held at Lucknow under the presidency of the Lieutenant-Governor and its object was to form a Provincial organization to co-operate with the Central Committee in Calcutta. It was not until March 1897 that the Executive Committee, North-Western Provinces and Oudh Branch, commenced its operations. In the meantime, however, the Allahabad Special Charity Committee had been raising more funds and had obtained for itself from the Local Government a monthly contribution of R5,000 to further its object. The area of the operations of this committee was co-extensive with the area of the Allahabad Municipality.

Allahabad Special Charity Committee.

The Honourable Mr. H. E. M. James, C.S., Vice-Chairman and Secretary of the Central Committee, Calcutta, who paid Allahabad a visit in the first week of April 1897, speaks of the Allahabad Special Charity Committee in his "Notes on Tour" as follows:—

"One afternoon I went round part of Allahabad with several English and Native gentlemen, members of the Special City Relief Committee. The town is divided into six quarters, for each of which there is a separate Punchayat or Sub-Committee of respectable residents, who submit lists of respectable and deserving poor to the Town Committee, and a monthly grant is sanctioned. At present upwards of R9,000 is being dispensed monthly, at first from local subscriptions aided by a Government grant, and when those funds were exhausted, from our charitable fund. We visited various mahallahs or courts, and streets. The recipients of relief were asked to come out, and their replies as to the amounts paid them compared with the lists—a large

number were poor old widows, especially amongst the *purda nashins*, who were only questioned through the key hole. There was a blind tailor with two or three small children—an aged carpenter said to have been an extremely capable and industrious man in his day, who with his aged wife has no children to support him, and a very picturesque group of wizened old ladies was gathered at the corner of a street for me to see, all of whom but for relief must have died long ago from inanition. One rupee for a man, twelve annas for woman and four annas for each child was the usual allowance, though higher rates were given according to the recipient's need and want of means. The registers were kept with the utmost accuracy. Later on I had the pleasure of attending a meeting of the Local Committee presided over by the Collector, and was introduced to the principal native gentlemen and the members of the Panchayat. A clergyman who receives a grant of R200 a month for his orphanage was present. Accounts were all rendered and the members' proceedings for the month approved. On this occasion no new names were brought on the list a proof of how thoroughly the work had been done."

I have alluded to the establishment of the Allahabad Special Committee, to the work which it did during the first few months, and the manner in which that work was done, in some detail to show first that the object of this committee coincided completely with the third of the four declared objects of the Indian Famine Charitable Relief Fund, and secondly, that its *modus operandi* was not materially different from that suggested by the Central Committee in Calcutta. There was, therefore, no difficulty, when the time came, in the Allahabad Special Charity Committee, working in subordination to, and in harmony with, the Executive Committee, North-Western Provinces Branch. From June to September 1897, the funds of the Special Charity Committee were subsidised by the Executive Committee, North-Western Provinces Branch.

First and third objects.

The first and the third objects of the Indian Famine Relief Fund have my fullest approval, and I have already stated enough to show how in Allahabad the necessity to help the respectable poor was realized, and steps were taken to bring relief to that portion of the population even before the Central Committee was formed. I consider it unnecessary to dilate upon this subject and to advance arguments to prove that the first and the third objects of the Indian Famine Relief Fund, as defined by the Government of India, are two of very best methods in which private contributions might most usefully be expended. There is a consensus of opinion upon this point, and moreover the experience gained during the last famine furnished ample justification for the expenditure of a portion of the Famine Relief Fund, in this direction. I may, however, remark that the various communications and periodical returns, received in the office of the Provincial Committee, North-Western Provinces and Oudh Branch, show beyond all doubt that the expenditure on objects 1 and 3 was most necessary and beneficial.

Second object.

As to the second object, *viz.*, provision for the maintenance of orphans, there is not that unanimity of opinion. Speaking for myself I consider it to be the duty of the Government to maintain orphans not only during the period of scarcity but even after it is over and till they are of age to be able to support themselves. Every famine must necessarily leave behind it a large number of orphans who have lost or become separated from their parents or relatives and are quite unable to take care of themselves. It must be admitted that some permanent and satisfactory arrangement to save the lives of this population must be made. The question is who is to make it. If these homeless children were left uncared for they would either die or be taken up by sectarian orphanages for purposes of proselytising. I take it that the Government fully accepts general responsibility of saving the lives of the people in tracts in which famine prevails. This being so it is only carrying this principle to its logical extent to argue that the effects of famine on the homeless and friendless orphans continue till they are of an age to support themselves, and therefore it is the duty of the Government to maintain orphans even after the severity of the famine is over, and to continue the maintenance up till such time as the orphans can take care of themselves. Furthermore to maintain the position of absolute neutrality in matters of religion, it would seem to be, under the very special circumstances of this country, the duty of the Government to prevent the wholesale proselytism of helpless children. I do not of course mean that the Government may not relieve itself of this responsibility, by making over the orphans to non-sectarian orphanages where such institutions exist, as, for instance, at Allahabad. Proceeding then from principle to practice, no satisfactory arrangements, so far at least as these Provinces are concerned, would seem possible (if the Government declined to accept the responsibility) to protect the helpless orphans from the after effects of famine which in their case last for years, and to save them from proselytism. To test the correctness of the practical difficulty, I have suggested, it would be useful to examine the work of the Provincial Committee under the second object during the continuance of famine. A short account of this work is given at page 11 of the report of the operations of the Indian Charitable Relief Fund. From that report I quote as follows:—

"The sum of R11,971-0-7 spent upon the maintenance of orphans may be thus classified:—

	R	a.	p.
(i) Subsidies to orphanages	5,623	10	6
(ii) Construction of orphanages	968	3	2
(iii) Maintenance of orphans in Fund orphanages	3,429	4	0
(iv) Miscellaneous expenses during famine	786	3	5
(v) Local payments for permanent maintenance of orphans	653	5	9

"The bulk of the first head of charge is found in the returns for Agra, Bareilly, Allahabad, and Lucknow city, and consists of payments to recognised orphanages to help them to meet the charges of the 1,663 additional inmates who were admitted during the famine under such conditions that the usual grants could not be applied for. The second head of charge consists of two items only, in Allahabad and Gorakhpur. The first was a contribution of R500 to the building Fund of a newly-started Hindu orphanage; the other was the cost of constructing an orphanage.

The third, fourth and fifth heads appear to consist mainly of payments incurred in regard to orphans collected in poor-houses: in some districts these payments have not been kept separate from the other expenditure in such places, but in others the children who were permanent residents were kept apart, and the cost of nursing and comforting 1,523 of them, is shown here."

I also invite attention to form B. given at pages 22 and 23 of the same report. It will appear that neither the Provincial Committee, nor either of its two branches, nor again the District Committee had any independent agency at their disposal to extend their help to the orphans during the prevalence of famine. The only way in which they could assist the orphans was to subsidize existing orphanages, most of which, if not all, were sectarian in their character and in paying Government poor-houses for expenditure incurred in maintaining, nursing, and providing comforts to orphans who were inmates of these poor-houses. I would suggest the establishment of at least one Government orphanage at the head quarters of each Division in these provinces, except where a properly managed non-sectarian orphanage already exists, at least in those divisions where the famine raged furiously. I however consider that the Government need do no more than maintain the orphans till they can earn for themselves and therefore think that the second object of the fund may properly be restricted (*a*) to the giving of clothing and other extra comforts to the orphans and (*b*) to the meeting of the cost of their education in some useful craft be-fitting their station in life.

Fourth object.

The idea of restoring to their original position, when acute distress is subsiding, those who have lost their all in the struggle, and thus giving them a fresh start in life is most praiseworthy and excellent. Judging from the results achieved by the Indian Charitable Relief Fund the greatest was the widespread efficacy of the gifts made for the purpose of setting people on their feet again. The actual payment under this head made by the Indian Famine Charitable Fund up to 31st October 1897 in North-Western Provinces and Oudh amounted to R35,61,253-8-2. If the Central Committee in Calcutta had arranged in time to supply funds for this purpose a much larger sum could with advantage have been spent, but as it was, the Central Committee was unable to make timely appropriations to these Provinces.

There is ample testimony to show that the efforts of the Committee in this direction were most fully appreciated.

I am, however, distinctly of opinion that the scope of this object might with considerable advantage be extended and enlarged. I think, and many whom I have consulted agree with me, that a judicious expenditure of a part of the funds in assisting people, who during the period of acute distress are losing their all but have not yet lost it, will save many from total ruin and enable them to fight their battles successfully, and thus save them from sinking to the position of absolute destitution and ruin. Timely help to a carpenter or a smith may save him his tools, may likewise enable a weaver to buy yarn and the like. Tradesmen and artisans,

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who carry on their business on a small scale and with limited capital or stock, could in the great majority of cases be enabled to continue each his respective trade or profession and to outlive the period of scarcity and famine, if timely help were available. Similarly the agriculturist should, in my opinion, be helped not only during the period of acute distress or when it is subsiding, but long before, when unmistakable signs of a bad agricultural season begin to manifest themselves.

Pawn shops.

The four objects as laid down by the Government of India seem to me, if rightly understood and properly worked, to cover the whole ground. It may however be that the methods adopted during the last famine to carry out the said objects, especially those with reference to objects 1 and 3, were not exhaustive. In almost all cases money doles were periodically distributed. In this connection I wish to mention a scheme which was suggested to me during the last famine by a European Government officer of high position and wide experience, It was the establishment of pawn shops to help the middle classes, who though able to earn just enough for their wants in the time of plenty are unable to bear the strain during that of scarcity and famine. The number of such people in every town is by far the largest. Hundreds and in larger towns thousands of clerks and office hands come under this category. Living from hand to month, these people, in times of difficulty, are driven to the necessity of raising funds by pledging their valuables and household property. It is common experience that the professional money-lender lends money during the continuance of famine on usurious rates of interest and in almost every case secures the amount advanced and the interest thereon by taking in pledge some property of the debtor. It is also a matter of common experience that the valuation put upon the property, the subject of the pledge, is far too low compared to the proper market value of the articles in question, which their owner could obtain in a season of plenty and prosperity. Thus a pawner suffers a double loss, his property is undervalued and he has to pay an enormous rate of interest. The result is that the debt is never satisfied and the debtor is a ruined man for life. There are thousands of such cases and it was to help men of this class that the establishment of pawn shops was suggested. The suggestion if I rightly understood it was this, that a certain fixed sum sufficient for the requirements of the particular locality should be set apart and form the capital for the shop. A small establishment consisting of a clerk who is to keep applications for loan and enter them in a register kept for the purpose, a tester to value the property offered for pledge, a custodian to keep the property pledged after it has been duly entered in his register, be provided, and small sums of money not exceeding a fixed limit to one family be advanced on the pledge of movable property for a fixed term at a low rate of interest. At the expiration of the fixed period if the amount and the interest be duly paid the property pledged should be returned to the owner; otherwise it should be sold by auction and the proceeds credited to the fund to the extent of the amounts due and the surplus, if any, being paid over to the pawner. The scheme if judiciously worked will, I hope, be very helpful and beneficial to a large portion of the respectable people, who earn barely enough to keep them going. Much, however, would depend upon the honesty of the establishment and the amount of the supervision exercised over them. I was given to understand that the scheme has been tried and has worked well in America and other countries. I mention the matter in this note as in my opinion it is sufficiently important to be brought to the notice of the Commission. I would on the whole give it a trial, when occasion should arise, as a tentative measure.

Grain shops.

Another method of bringing relief to the respectable poor which appears to have been successfully tried in some of the chief towns of India is the establishment of *grain shops* open only to a limited number. This method is much simpler in its details and can be worked more easily than a "pawn shop." Compared with the distribution of money doles it is less liable to demoralize the recipient. The principal objection advanced against this course is that the establishment of such shops will interfere with trade. That it would be so more or less cannot be denied, but the same objection, and perhaps in a greater degree, may be taken to the conduct of a wealthy and charitably disposed person, who may buy large quantities of grain and distribute it gratis among his poorer fellow-beings. None, I am sure, will in the latter case appreciate the objection. It may or may not be judicious to open grain shops in large grain markets with hundreds of grain shops where the fear of the fitful rise of prices is comparatively small, but I most certainly advocate the establishment of grain shops during the period of acute distress in places such as small towns and villages, away from grain markets, where the monopoly of the sale of grain is in the hands of one or two persons and where there is nothing to check fitful rise in prices. I must say I have no sympathy with the avaricious village baniya whose love for money is apt to destroy all feeling of humanity and justice. He has not had to import grain purchased at high rates, but stored it in time of plenty, the produce of the village where he keeps his shop, taken from the very people who come to him to purchase it in time of difficulty. I cannot help feeling that the village people have some claim upon the baniya and if he refuses to recognize it and to be reasonable, he cannot complain of injury to his trade by the establishment of grain-shops during famine. To shew how "grain shops" worked, I quote from pages 23-24 of notes on tour by the Vice-Chairman of the Central Executive Committe. He says:—

"After breakfast I went out with R. B. Ganga Ram who took me to one of the three shops where grain is sold cheap to ticket-holders, who are all very carefully selected by members of the Committee. I was introduced to Seth Dulan Shah, who purchases the grain wholesale for these shops and kindly charges the committee one seer less than he pays. This is in addition to a handsome subscription to the Relief Fund. The system has been worked out most carefully and elaborately, and seems to answer extremely well. At first when grain was 8 seers for the rupee, each recipient was given 3 seers extra, and there were about 8,000 in the lists. Now they have reduced the number to about 3,000 in order to economise, and only 2 seers extra per rupee are given. The raggedness of the clothes of some of the poor women whom I saw buying grain testifies to their need of assistance. R. B. Ganga Ram told me that when the price of grain fell to 14 seers he hoped they would be able to put an end to this form of charity. The selection of the recipients, the collection of vouchers, and the accounting is all 'done gratuitously' by two gentlemen, Mir Karim Bux and Pandit Joti Prasad, and the accounts are made up and the grain paid for every 15 days. The work began in October last, and, inclusive of the grant from the Provincial Committee, can only last till about the end of May; so they hoped that some more funds would be available from the Committee, as the private subscriptions, amounting to R20,000, had already been spent. They estimate their requirements at from R3,500 to R5,000 a month till the 1st October."

Again at page 5 of the notes on his second tour the Vice-Chairman says:—

"The cheap grain shop system is worked efficiently and economically in Nagpur. A number of native gentlemen formed a private company with a capital of R21,000 in five hundred rupee shares, of which the first call of R200 has been paid up. With the capital so raised they have stocked a shop with grain, and deserving persons are given tickets which enable them to procure it at about six chitaks or ¾ of a seer, something less than a lb. in the rupee below the market price. There are two series of tickets, A and B. The A tickets, 459 in number, are issued to those under object III who receive free doles of grain; the B tickets, 6,549 in number, have been issued to persons whose income does not yield more than R18 per annum for each member of the family. Each adult may spend R2 a month at the shop, and R1 for each juvenile member of the family.

"In the evening we visited the shop and saw numbers of persons making purchases. The grain is purchased cheaply at wholesale rates, no charge being made for depreciation, interest, house-rent or profit, and issued to the ticket-holders in measures so heaped up that practically each person gets something like half a seer a rupee more than if he purchased it at an ordinary retail shop. The concession is not very great compared with Lahore, where two seers extra are given per rupee. But the popularity of the system is unbounded and proves incontestably how grateful even so small a boon can be to the poor in times of high prices. The shop is managed by paid employés, supervised by two kind Marwari merchants, who have assisted the committee very greatly in many ways, especially in obtaining good grain at the cheapest wholesale prices. The system of accounts approximates very closely to that of Lahore, and no abuse of the privilege seems possible. The loss on a month's transactions amounts at present to about R2,000, which the District Committee makes good."

Conclusion.

There is no doubt that the operations of the Indian Famine Charitable Relief Fund have served a most valuable purpose. The Government relief without the necessary supplement, which the Indian Famine Charitable Relief Fund supplied,

would have been quite insufficient to cope with the difficulty of the situation. Thousands and hundreds of thousands of aged and infirm persons, of *parda nashin* ladies, and others equally helpless, who would never have sought the help of Government either by working on the relief works or by going to poor-houses, would have died of sheer starvation in their homes. The results achieved are simply marvellous and the gratitude of the people is, I feel sure, deep and lasting. Whilst engaged in the work of the distribution of charity I was more and more impressed by the immense benefit which this Charity Fund was conferring on the people, and everywhere found proofs of grateful appreciation. To illustrate my meaning I wish to refer to two incidents which impressed me most during my work as an almoner. When going to a village in the suburbs of Allahabad I saw two children, aged 5 and 3, respectively, lying deserted on a verandah, and on enquiring for the mother, I found her digging up ants' nests in order to possess herself of the tiny stores of grass seeds, which the insects had accumulated underground, for her own and her family's subsistence. The woman being able-bodied had not been brought on the Government list. Having regard to her destitution and the sickness of one of her children I brought her on the Charity Committee list and when some time after I again visited the village with the Honourable Mr. H. E. M. James, C.S., I showed that woman to him with her two children, one already well nourished, the other still thin and sickly.

The other incident is still more touching. One day late in the evening I was returning home from a walk. As I entered the gateway, which is at some distance from the house and with bushes and shrubs between, I noticed a figure coming from behind a tree. Soon it was in front of me and in an instant on the knees. I at once knew that the figure was a woman and from her looks and demeanour I was quite satisfied that she must have been a member of some respectable family which had seen better days. Not knowing quite what to do I asked her who she was, where she came from, and what she wanted. The first two questions seemed to distress her considerably, though she readily enough said she wanted help. She began to sob and offered to go away if I insisted upon knowing who she was, saying she would rather seek help from mother Ganges than disclose her identity. I promptly withdrew the questions and apologised. I said I would help her and asked her to quiet herself. She asked me if it was true that I had been appointed by Government to distribute charity to the respectable poor. I said it was. She then said she was very hungry, not having had any food for three days. I said I was a Brahman and offered to give her food if she would follow me. I took her into my garden and made her sit down in a private place where food was supplied to her. I then gave her a sum of money. She thanked me profusely and invoking blessings upon *Company Mai* (mother Victoria) disappeared from my place and I never saw her again. I am quite sure she would have drowned herself in the Ganges if she had not received help in time.

The Allahabad Special Charity Committee relieved 68,131 persons at a cost of Rl,10,063-4-2. I have already noticed that the operations of this committee were confined to the limits of the Allahabad Municipality. We thus brought relief to the respectable poor, who in every way better deserved help than professional beggars who clamour for help and almost monopolise the whole of disorganised private charity.

The operations of the Indian Famine Charitable Relief Fund, carried out as they were on an organised system, have shown to people, how with combined efforts, they can best face and fight such a dire calamity. They have further evoked in the minds of the Indian public deep and sincere gratitude for the Government and for those humane and philanthrophic people of the west, who from across the ocean sent out such large sums of money, clothes and articles of food to relieve suffering humanity in India. Out of evil cometh good, and all those who had to fight the battle against famine, and who now rejoice, as well they may, at its termination, will have at least this satisfaction that the calamity furnished an occasion which has drawn the rulers and the ruled closer together and brought home to the minds of all classes and denominations of people in India the benevolent power of Her Majesty's rule.

(*President*).—Your experience was entirely at Allahabad?—Yes.

You were Secretary of the Allahabad Branch of the Charitable Relief Fund?—Yes I was for a little over two months; for the rest of the time I was only Joint Secretary thereof.

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Was your work confined to the Allahabad City?—Yes, including a few outlying villages within the Allahabad Municipality, so far as active outdoor work was concerned. This I did in my capacity of Secretary to the Allahabad Special Charity Committee. As Secretary and Joint-Secretary of the Allahabad Branch of the Charitable Relief Fund I did office work for the whole of the united Provinces.

(*Mr. Bose*).—As regards what you say about the first and third objects of the Fund in your evidence, did you give a large amount from the Charitable Relief Fund under the third object?—Yes.

How did you discriminate between people assisted from the State and those from charity funds?—Most of the people on our lists were not on the Government lists. We mostly assisted the *parda nashin* women in town.

As regards the second object of the fund, you say: "I do not of course mean that the Government may not relieve itself of the responsibility by making over the orphans to non-sectarian orphanages where such institution exist." If there are any orphans left and no non-sectarian orphanages, who ought to take them over?—I think it is the duty of Government to bring up orphans after the famine. I am for the establishment of Government orphanages, one at least in each Division, for such orphans as may be left after the famine.

If there is a charity fund after the famine, would you still say Government ought to take them over?—If there is a better object more clearly within the scope of the Fund on which the balance could be spent I still maintain that Government should.

Later on you refer to the maintenance of orphans. Had you any orphanages established from the Charitable Relief Fund?—No, we had none. There is an orphanage recently established at Allahabad; it is non-sectarian and was got up by private enterprise.

In the statement on page 43, under head (iii), you refer to "maintenance of orphans in Fund orphanages." You don't mean orphanages established under the Charitable Relief Fund?—No.

What sort of orphanages?—I regret I am unable to give details.

Were these orphanages supported by the Charitable Relief Fund or entirely by private charity?—Not entirely They were subsidized by the Charitable Relief Fund.

As regards what you say on page 44 about pawnshops. Were they started anywhere?—They were not tried as far as I know. Some of us were in favour of the proposal and some not.

Supposing they were started, how would you deal with them after the famine was over?—I would set apart a portion of the fund for this object. I would create an endowment and make the business over to trustees.

You would not close the shops by compulsory sale?—No. That would make the shops very unpopular. Immediately on the termination of the famine I don't think people would be in a position to redeem their articles. It is absolutely necessary to keep things going some time after the famine is over to enable people to redeem their articles.

On page 44 you speak of grain shops. Did you open any at Allahabad?—The committee did not open any grain shops. Some influential merchants attempted to arrange for the sale of grain at fixed rates during the famine. The tradespeople noticing that their interests were being affected did not like to countenance the movement. There had been a strong desire in the minds of Punches to establish such shops and I agreed with them.

As regards the fourth object at page 43 you seem to remark that your grant was not quite adequate. How much did you receive from the Committee?—I mean that we did not get it in time to utilize it to the best advantage. We received it late.

Did you give clothes and blankets?—Yes, we did; chiefly clothes that were received from the Central Committee at Calcutta. We did not buy any in the Allahabad City, but in the district we did.

Did you purchase them from local weavers?—As far as possible.

Was not State relief given to weavers?—Yes, by the Benares Committee.

Did you find any difficulty in recovering advances made to weavers?—I cannot say, because we never distributed any at Allahabad.

In the accounts you received was any loss shown under that head?—It was not considerable. Some of the advances were not recovered.

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In carrying out the operations of the relief committee, did you give grants to women with small children?—Yes.

In what state did you find them?—In many cases we found the mothers and children in a very unsatisfactory condition.

The mothers more so than the children?—No. Almost always the children were worse than the mothers.

Was that because the mothers looked after themselves and not their children?—It seemed to me that the women could get a coarse kind of food which brought them some nourishment but was not digestible by children. It was also due to inevitable neglect on the part of the mothers, where they were the whole day busy in seeking food for themselves and their children. I came across many cases where children were lying about in hut-sheds with nobody to look after them. I found in several cases that mothers had been digging up ants' holes for grain.

These two causes account for the bad condition of the children?—Yes, in my opinion.

(*Mr. Holderness*).—Which were the classes mostly distressed in Allahabad?—There was a large number of widows who it appears had, before the acute distress commenced, been supported by their distant relatives, and these were afterwards deserted because people were unable to maintain even themselves and their near relatives. Then there was a large number of people who had flocked in and failed to get anything in the city. They stayed although they were not given any encouragement.

Did your relief to distressed widows take the form of a daily or monthly allowance?—Monthly dole.

How much money was given to a person?—From R1-8 to R3 a month, according to circumstances.

And for children?—Twelve annas a child. We did not in every case adhere strictly to that. That was generally the rate adopted.

Did you keep these people on the register for some months?—At the end of the month when distribution was made we went from house-to-house and made enquiries. In some cases the recipients had left, in some they had died. In some, altered circumstances induced us to stop their allowance.

You say towards the end of your note that 68,131 persons were relieved at a cost of R1,10,063-4-2. That would come to, on an average, about R1⅗ for each person relieved from first to last?—In some cases we paid less when they had any resources.

You had a number of other people it seems whom you relieved by donations?—There were some.

Have all these persons now gone to their relatives for support?—Yes, I presume so.

With regard to the fourth object, did you do very much towards relieving cultivators?—I personally cannot say. We gave money for the purpose to the Collector through whom the distribution was made.

Did the Collector also distribute to artizans?—Yes, under head IV. Much assistance was not given to artizans in the city itself. Assistance under head IV generally took the shape of assistance to cultivators. We did not have large bodies of weavers or other artizans of that kind in Allahabad who needed assistance.

Was this R1,10,000 spent exclusively in the city?—Yes.

That does not include payments to cultivators?—No.

(*Mr. Bose*).—Independently of the Indian Charitable Relief Fund?—Not quite. We commenced our work before the fund was created, and afterwards we used to receive an allowance of R6,000 a month from the Charitable Relief Fund.

(*Mr. Holderness*).—Is it your opinion that the value of silver ornaments has gone down a good deal?—I cannot say, very much. What people complained of was that the value of brass utensils had gone down.

Would they sell these first and keep silver?—Yes, suppose.

(*President*).—Had brass things gone down?—They had.

I suppose but for the tightness in money these would have commanded a market?—Yes, there was a complete want of demand for new brass articles.

(*Mr. Stoker*).—You advocate the establishment of Government orphanages at the termination of the famine. Have you thought of the details of the management of such institutions?—With reference to the details I cannot say I have devoted much thought to that part of the scheme, but (1) if Government were to refuse to undertake the care of orphans, I cannot think of any other suitable agency that would, and (2) I have a strong objection to orphans being made over to sectarian bodies.

Have you considered for instance how female children should be dealt with when they grew up?—I am not prepared to suggest any details as to the management of such orphans or how to overcome the difficulty of providing for female children when they reach adult years, but I only advocate the care of orphans by Government till orphans are able to take care of themselves.

Is there in the abstract any reason why Government should undertake the care of orphans any more than that of adults?—The reason that the more helpless require the greater protection from the Sovereign of the people.

KUNWAR LAKSHMAN SINGH, of Bara, Allahabad, called in and examined.

Kunwar Lakshman Singh.

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I put in written answers to the Commission's questions.

As to the extent and severity of the distress.

* 1. During the famine of 1896-97 I worked in the *parganas* Bara and Meja of the Allahabad district, but I am not in a position to give the exact area or population of the two *parganas* named above.

2. The distress was surely due to failure of the rains and the harvests; and the abnormally high price that prevailed was only the result of the same as well as of the scarcity of food-grains. These reasons, together with the general poverty of the people for about the last twenty years, increased the severity of the famine.

3. (*a*) I had to do only with the tahsils of Bara and Meja in the district of Allahabad, and owing to haste, I do not find myself in a position to refer to the rainfall registers of the two tahsils for the purpose of arriving at the result of the comparison required.

(*b*) Prices of food-grains were much higher than in previous years of drought, but there was no regular famine to the knowledge of the oldest residents now living in this part of the country.

4. The condition of the affected area had not been satisfactory for some time, and chiefly the preceding four harvests proved very unfavourable.

5. Yes, previous to the late famine and the preceding four harvests, the population enjoyed a measure of prosperity fair enough to keep them going. The only section in precarious condition is that of the habitual beggars residing in villages and following no occupation. They throw their burden on the shoulders of their neighbours and others who do not grudge to help them so long as the harvests are good, and themselves in easy circumstances. It is relatively not very high.

6. Yes, the black and *bhantha* soil which formed a greater part of the area under my observation does not admit of irrigation owing to its peculiar nature, as also for want of facilities and means of irrigation. Rice crops, which form the chief produce of the southern part of the Khairagarh and the Bara *parganas*, were in consequence total failures and most disappointing.

7. Only a few of the well-to-do tenants and residents can afford to keep some money and food-grain in reserve, and they may in case of failure of crops support their family and immediate dependents for a year or so. The labouring class and the tenants in ordinary circumstances have no reserve whatever, but can only manage to live from harvest to harvest, their proportion being not less than 90 per cent. of the population.

8. Properly speaking, there had been no famine for the last fifty years, but there have certainly been droughts and

* The numbers refer to the questions drawn up by the Commission.

scarcity in this part of the country in previous years, all of which were much less in extent and severity.

9. I believe test works and afterwards, as the distress increased, the relief works were timely started, and applicants for relief joined the works at once. To my knowledge due estimates were made.

As to the sufficiency and economy of relief measures.

10 and 11. Not being in possession of the requisite facts and figures, I am unable to say anything on these points.

12. So far as the *parganas* under my supervision are concerned, I do not think the numbers relieved were larger than was necessary to prevent loss of life or severe suffering, though there are reasons to doubt if reliefs were always granted only to the deserving. It should be added, of course, that such cases were very rare.

13. This question calls for no answer in so far as my *parganas* are concerned, the number of the relieved, in my opinion, not being larger considering the population and the severity of the famine.

14. Taking into consideration the exigencies of the time and the immediate attention which they required, it was only natural that the arrangements should have proved defective in certain minor details; but, generally speaking, they were fairly satisfactory.

15. So judged, the relief given has, in my opinion, been successful. Relief measures were taken when they were just needed. There might have occurred cases of death previous to the adoption of such measures, but their number, it may fairly be presumed, must have been very low.

16. I remember of no such changes deserving notice.

17. Please see answer to question No. 16.

18. I think the principle has been so observed. The wages were just sufficient for the labourers to keep their body and soul together. Ready acceptance by them of work under such circumstances was a fair test of necessity.

19. Yes, they were so required to work. The wage given was not more than sufficient for maintenance.

20. Yes, women and children, too, have been subjected to the labour test in the *parganas* under my supervision.

21. I cannot for want of requisite records draw the comparison required, but taking a general view of the thing, I may just say a word that the number of those to whom the test of labour was not applied was certainly comparatively small.

22. As to whether the test was stringent or not, I may do well to quote the following fact, which would speak for itself.

Test work was started in Johi (*pargana* Bara) under my supervision, and the labourers barely received six or seven pice where they worked off about 100 cubic feet with one digger and two or three carriers according to distance. Still the number went on increasing until it was found necessary to open other relief works.

23. I am sorry I cannot catch the full sense of the question. I had not much to do with relief works. I cannot say, however, that the labourers did much like to reside on relief works, but they were forced by necessity to do so, and it may consequently be said that residence on relief works was a fair test of necessity.

24 and 25. No, I am sorry, I am unable to give the statistics required.

26. In the *parganas* under my supervision people had been experiencing distress for about two years preceding the year 1896-97. When the prospects of the said year were found to be even more gloomy than those of the two preceding years, the people felt justly alarmed and were seriously thinking as to what measures they should adopt to preserve the lives of their own as well as those of their dependants. It was at this juncture of time, when many were about to leave their homes in search of food, that the relief measures were adopted, and it was, for the reasons shown, only natural for them to resort to relief works with greater eagerness. Liberality had, beyond doubt, been amongst the causes, but foresight of a very serious calamity and desire to be able to provide against it as also to save the little that they had in the shape of cattle, etc., which would be serviceable to them should better times come, had been the chief ones.

27. Gratuitous relief was given in the three ways mentioned in the question.

28. It may not have been prevented effectually, but it was certainly prevented, in my opinion, to a most satisfactory extent, though I may here take the liberty of noticing that the *patwaris* raised to the position of assistant *kanungos*, as well as others from the lower grades, with powers to register or strike off names, were in most cases found to abuse the powers vested in them.

29. Gratuitous home relief was given largely and early. I remember, however, of no other previous instance of scarcity in the locality in which such measures were taken and with which the late famine could be compared in these points. It did save lives and keep villages and households together, but it has, in my opinion, demoralized the people to some extent.

30. I have no materials whereby I could form any opinion on these points or draw comparison.

31. Advances of money for the purposes of buying food and cattle, etc., and suspension and remission of rent and revenue granted by Government, afforded great relief to the people.

I am unable to draw the comparison.

32. Free liberality of the Government and the generosity of the public saved all classes of people from being permanently injured, and should seasons continue to be favourable, they would recover their former position speedily.

33. So far as I am able to see, there appears to me to be no *important* matter in which, viewing generally, the scheme of relief measures prescribed by the Code is *seriously* defective or fails to meet the requirements of any particular class or classes of the country.

As to the arrangements existing for ascertaining the imminence of scarcity.

34. The existing arrangements for reporting the failure of rainfall and crops ordinarily seems to be sufficient; but for ascertaining the imminence of scarcity, if, instead of requiring the *patwaris* to report on the points in question, as the practice obtains throughout these provinces, the tahsildars be asked to select, from amongst the *raises* and the *zamindars* of their tahsils a few experts to personally visit the affected areas which should have to be divided for the purpose into circles, enquire into the real state of things with the assistance of the *patwaris*, and finally to submit reports under their signatures, the present system, in my opinion, would greatly be improved. The tahsildars also should take upon themselves the inspection, each of a circle, like the other experts.

35. In these provinces *patwaris* are appointed for the purpose.

36. The crop returns are reliable in so far as the areas and the kinds of crops are concerned, but I do not think they are accurate records of the extent to which sowings have failed.

37. Yes, I think the returns are prepared in time to be a guide to the extent of the apprehended distress.

38. The relief arrangements were based on the agricultural information given by these returns as also on that received from other sources.

As to the extent to which the prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

39. The following were the measures of State relief:—

(1) opening of relief works such as the construction of roads, embankments and tanks, etc.;

(2) advances of money for different purposes;

(3) remission and suspension of rent and revenue;

(4) gratuitous home relief.

As regard measures of private relief, there were no such measures that I know of, except those depending upon the Charity Fund and the construction of a few tanks by the Raja of Manda. There were, however, some more tanks constructed in the *parganas* of Bara and Meja, one-fourth of the cost of which was paid by the *zamindárs*, the remaining three-fourths being borne by the State.

40. My duties in connection with the famine operations were those of a Superintendent, and as such I had to supervise the construction of the tanks and embankments, the distribution of village relief, and the management of the poor-houses and the *khichri khanas* in the villages for children, and have thereby gained an insight into the various measures of relief above enumerated.

41. I believe these were all Code measures.

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42. All the measures that were necessary were adopted within the areas under my supervision. Two measures, however, were not used, *viz.*, that relating to the cattle, as it was not needed, and that relating to the use of the jungles, as there are no State jungles situate within the limits of the said area.

43. During the period that relief measures were in progress I, being engaged in the discharge of my own immediate duties, could hardly find time to be critical about such points, and I am sorry I fail to recollect what material departures were made.

Further, not keeping good health at present, I am unable to study the Code and other papers with reference to the measures used.

44. Relief works, like the construction of tanks and embankments, saved the lives of a very large number of men able to work. In my opinion all the various measures adopted contributed in their own ways to the saving of human life and relieving the poor of their distress. *Khichri khánas* and the poor-houses directly relieved the most helpless creatures of their distress. Relief in homes cannot compare with the other measures in so far as the numerical merit is concerned, but it did really do much to relieve the distress of those who could not have availed themselves of any of the other measures. As for economy of the measures, I am not prepared to determine.

45. Generally tracts most liable to famine are those where there is no irrigation owing to the nature of the soil and for want of convenient means of irrigation. If in such tracts large *bándhs* be constructed after consulting the experts of the villages, the quality of the land would be improved and produce increased. The owners of the land might be required to enter into certain terms that might seem desirable. But the landowners should of course have no hand in the management, as it would generally occasion inconvenience.

46 and 47. *Vide* 45.

48. The measures most approved by general opinion was the road construction, which required a little labour. But the intelligent natives approved tank and embankment work, which would prove useful in future in regard to irrigation and as water reservoirs for men and cattle.

49. If a little more prudence had been used in the selection of the tanks to be constructed or repaired by consulting the *zamíndars* beforehand, the works would have turned out to be of great public utility even after the famine was over, and the large sums spent on each tank would then, in the opinion of the intelligent natives, be considered to have been more profitably laid out.

As to gratuitous relief.

148. I am not in a position to answer this question without referring to the records kept in the tahsils.

149. Persons relieved were largely from the agricultural classes, but there were also others following different occupations, such as oilmen, weavers, carpenters, goldsmiths, and the like, residing in the village.

150. There may have been a few exceptions, but the majority were such as were incapable of work and without relatives able to support them. A few of them had some kinds of property which they were ready to dispose of, but for want of purchasers offering even half the price.

151. They were chiefly from residents of the village and the artizans of scanty and trumpery means. In ordinary years such persons lived on their own resources or on those of their relatives who either proved faithless or failed to continue their help owing to their own poverty. Then, as a last resource, they throw their burden on the State in order to save their lives.

152. Majority of persons on gratuitous relief were chiefly women and children, but there were also men who were either very old or diseased or unfit for work. There were actually so few of the *parda nashin* class in the rural areas receiving gratuitous relief that it is not very easy to give the exact extent, but they may be put down at 3 per cent.

153. Registers kept during the late famine might help in preparing an approximate estimate, for a given tract, of the number of persons requiring gratuitous relief in their homes, but such an estimate cannot serve us as a guide at any time in future as admissions in the registers were made, regard having been paid to the physical and moral state of those admitted as found at the time of inspection on the spot. The number will surely vary with the severity of the distress.

154. Yes, if the number attending the relief works is small, it will surely show that the distress is not acute, and consequently the number of persons entitled to receive gratuitous relief will also be small.

155. When incapacity and poverty are once established, there appears to be no more need of testing necessity so far as that incapable poor is concerned. I do not therefore approve of the practice that such a person should be dragged to relief quarters with able-bodied relatives.

156. During the late famine incapable persons, having able-bodied relatives who did not go to relief works, did receive gratuitous relief, and I do not see why such incapable persons should not be so helped, unless the able-bodied relatives are found to possess sufficient property and resources whereby they may be in a position to support themselves and their incapable near relatives and are not unwilling to do it.

157. Gratuitous relief at home is not very popular. Persons in distress capable of labour seldom applied for such relief; nay, they at once joined relief works.

158. I cannot say that the circle and inspection organization was sufficiently strong, and that if more energetic and more honest persons could be had, it would not have improved the efficiency of the work.

The precautions taken were as follows:—

(*a*) constant inspection of village paupers;

(*b*) strict orders to *patwaris* and *mukhias* to report of the weak and the poor who should come to their notice.

159. I think village relief as well as the other kinds of relief need a better and larger staff of supervising officers, as also immediate responsible subordinates, to make the administration successful, and to ensure welfare of the people with economy to the State.

160. People of every caste and creed gladly accepted gratuitous relief without any fear of caste stigma, and no case was brought to my notice in which the recipients were outcasted or even much censured for so doing.

161. Gratuitous relief was given gradually as the circumstances changed, and persons who were most needy and unfit for work were selected first, and then, as the distress increased, the numbers rose high. At the time of admission it had been my practice to find out whether the person to be admitted had any source of obtaining his bread left to him, and when it was ascertained that private and village charity had also been refused and effects of distress and starvation could be read in his face, the applicant was brought on the village list and paid the usual stipend.

Private charity in the villages already stopped before the time when the incapable and resourceless people were brought on the gratuitous relief list, so I do not think the knowledge of the distribution of gratuitous relief by the State had any great effect on the village charity. The widespread nature of the famine and the uncertainty of the period for which it might continue did much more to make the people cast their customary obligations to relieve the poor on the State than did anything else.

162. Some of them could certainly be employed on light manual labour, such as weaving, spinning thread, or preparing ropes, in their own villages, but I do not think they could go to relief works in or near their villages, or a small relief work could be started in every village for a handful of persons, chiefly women and children of not very robust constitution.

163. Landowners, if assisted sufficiently, might have undertaken the construction of small tanks, embankments, and wells, but I do not think they would have liked to take the recipients of the relief into the work if the latter had been found unequal to the task ordinarily expected from the average labourer. Moreover, in granting relief, distance was not, so far as I understand, the only point considered, but also the inability of the recipients to join the work for various other reasons, *e.g.*, lameness, blindness, *parda*, or the like.

164. We had no central kitchens in this part, nor would they do in place of gratuitous relief, inasmuch as cooked food could not be partaken by all, nor could the old, the weak, and the diseased leave their village and reach the central kitchens. Such kitchens may relieve the low class wandering people in the early stages of distress or when it is on the wane. In my opinion central kitchens would not make a very suitable and useful substitute for gratuitous relief provided in villages.

165. Social and caste feelings are not in favour of receiving cooked food, and such kitchens would surely exclude from the relief offered certain classes actually in need of it.

166. I do not think such central kitchens could be maintained *within reach of all in need of food*, unless each village had its own separate kitchen. If arrangements for such kitchens are made in each village through a committee of well-to-do village residents, supervised and advised by an officer of some rank and position, I am of opinion that they will prove useful, specially in the cases of emaciated children and low class weak and diseased men and women, provided that grain doles may be ordered to be given to those few who are, after trial, found to refuse cooked food on cogent reasons connected with their caste and society. I doubt, however, of the economy of this measure.

167. Gratuitous relief was given in the form of money. I prefer gratuitous relief given in this form to that given in the form of grain, for reasons that distribution of grain would entail the necessity of keeping stocks ready with perhaps comparatively large outlay. With money allowances, the people appear to have enjoyed all sorts of liberty and ease.

168. Gratuitous relief was given in the very homes of the people, and they were not required to go anywhere.

169. Some cases of malversation and extortion by the *patwaris* and others came under my observation, and they were, after due enquiry, reported to the pargana *hakims*. Distribution of money through the hands of the *patwaris* under the instruction of the *kanungos* did not prove a very satisfactory arrangement. But since no better arrangement which could afford a greater degree of facility or be more economical can be suggested, if supervision be made to be a little more strict, and exemplary punishments be dealt out in cases of dishonest dealings, the existing arrangement may reasonably be expected to prove more useful and to be greatly reformed.

The people had no cash money to pay, but information was, from time to time, received that they surrendered part of the dole in order to have their names placed on the village list, which fact, however, could not be easily extracted from those paying the consideration for fear they had of the *patwari's* displeasure. Cases that were proved were duly reported.

170. In the beginning the services of the *patwaris* and the *kanungos* were chiefly utilized in preparing the list of the paupers requiring home relief, and afterwards additions were made by the naib-tahsildars, the *kanungos*, their assistants, and the other officers put in charge of the villages.

171. In the *parganas* under my supervision gratuitous relief was not administered through unofficial agency.

As to poor-houses.

172. The population of the poor-houses was large in the parganas of Bara and Meja during November 1896 to February 1897.

173. The immates of the poor-houses were from low caste people.

174. Persons of better caste had grave objections to join the poor-houses; and perhaps no degree of pressure would have induced them to do so.

175. There was no actual famine in this part of the country for some time past. People of better castes have always shown, so far as I know, an equal degree of reluctance in accepting poor-house relief in the form of cooked food.

176. The mortality of the poor-house population was high during some months, which I cannot recollect without referring to the poor-house registers. The high mortality in those months was chiefly confined to fresh arrivals, from time to time, of weak constitution, who soon after their joining the poor-houses got diarrhœa and many of them died.

177. Persons from other districts and Native States concealed, as far as they could, their actual residence for fear of expulsion, so the registers cannot be very correct. But I believe there were not less than 10 per cent. of such inmates in the poor-houses situate in close vicinity to the borders of the Native States and other British districts.

178. Applicants for admission into the the poor-houses presented a very piteous sight, and most of them were mere skeletons. There were many amongst them who had come from long distances, which proves that the famine was widespread. As to the degree of severity, it must have been very acute, or else wives would not have abandoned their husbands, nor mothers grown cold in their affection for their children.

179. Inmates of the poor-houses were systematically drafted to relief works when they were fit for work, and those incapable persons who were identified by the *patwaris* and others as being the residents of some village or other of the tahsil were given one month's allowance and sent home, their names being brought on the village list. During the latter part of the famine the paupers from Raj Rewah were also made over to the Raj officials in several lots at different times.

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180. The ration prescribed by the Famine Code was perhaps insufficient, for the inmates were never satisfied. Yes, the dietary had to be varied in case of sickly and invalid persons.

181. In my opinion the rules and the appendices referred to in this question are explicit, detailed, and suitable.

182. Neither was any such compulsion used, nor is it necessary, so far as I am able to see the advisability of it, to grant legal powers to relief officers in this direction.

183. The inmates of the poor-houses, of course those that were a little strong, were employed in grinding flour, fetching water, cooking food, bringing fuel, cleaning the compound, and breaking stones when in very close vicinity.

184. No compulsion was used to detain persons in poor-houses, and they could leave them when they chose. There were departures now and then, but very few escapes.

As to relief centres.

185. There were opened no relief centres in the *parganas* I had under my supervision, as those to whom relief was given in their homes were persons who could not ordinarily be expected to resort to such centres on account of some physical incapability or for certain other recognised reasons.

186. Calls for no answer under the circumstances set forth above.

187. There were no relief centres under my supervision.

188. I am averse to proposing the substitution of relief centres in the place of village relief, as it would leave many an incapable, infirm, and diseased person out of account and unaided. Experience has proved this system of village relief to be of great value, except in so far as it leaves some room for malversation, which might be guarded against by making supervision a little more strict.

189. *Vide* 187.

190. Neither are there such special tracts or population in the *parganas* I had under my supervision, nor have I any experience of relief centres to be able to say anything in answer to this question.

191 and 192. *Vide* 187.

As to relief kitchens.

193. I approve much of the functions of such relief kitchens.

194. Yes, besides giving food to the non-working children and other dependants of relief workers, such kitchens may advantageously be established elsewhere for the relief generally of the incapable poor.

195. Kitchens may be substituted at the beginning of a famine only for providing cooked food for the children, who got only eight or twelve annas per head per mensem according to age, and this sum was quite insufficient for providing nourishment to them.

196. Cooked food was given only to those emaciated children under 12 who were admitted and subsequently provided with tickets.

197. Kitchens in the Bara and Meja tahsils were not so numerous. There was neither waste nor misapplication of food. Kitchens were ordinarily placed under the charge of the *zamindars* and other private persons, and due supervision was maintained by the circle officers.

198. During the trying seasons of scarcity natural bonds of affection become considerably relaxed; it would therefore be preferable to relieve the non-working children and other dependants of relief workers by means of cooked food, except of course in the cases of such of them as should refuse to be so relieved on the ground of certain caste prejudices, where the other method should have to be adopted.

Loans to cultivators and landowners.

199. I was located in the trans-Jumna or southern part of the Allahabad district in the tahsils of Meja and Bara.

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Not being in possession of papers of accounts, I fail to give the extent of the different kinds of advances.

200. So far as I am aware, I think the money advanced for land improvement was spent on the employment of labour by the recipients.

201. The cultivating classes have been much benefited and assisted by the advance of money for purchasing seed and cattle, and liberal grants from Charity Fund left little room for further advances. Had not liberal aid been so generously dealt out, a considerable area of land would have been left uncultivated.

202. Perhaps such advances have been made recoverable in four instalments within two years.

203. Advances were given to landowners and cultivators for purchase of food, ₹40 being the maximum. April to March (while the prospects of the *rabi* harvest looked very disappointing) were the months during which such advances were made.

204. As the cultivators in the village who did not go to relief works, but received subsistence advances, were mostly such as were respectable persons, so I do not think it would have been proper to compel them to repair to relief works when they showed reluctance as a matter of self-respect.

205. I believe it would prove more economical to aid the few needy and respectable cultivators only who possess property and cattle by advances of money than to offer them work and wages, which they are unwilling to accept.

206. It was experienced during the late famine that only a few of the tenants, though otherwise well-to-do, stood yet in need of cash money for the purchase of food.

The cultivators did not apply in general for money advances under this head either because of there being no chance of success, since there would be none coming forward to stand surety for them, or because of their unwillingness to endanger their property by contracting debts when they could easily find relief with a little physical labour elsewhere.

As to suspension and remission of the land revenue.

207. I am unable to give the exact figure of suspension or remission for want of records.

208. Yes, orders have been passed by the Government requiring the landowners to remit rent by double the amount of revenue remitted in their own favour by the State. Tenants have also become acquainted of this order, and as soon as the necessary papers shall have been prepared by the *zamindars*, steps will be taken, it is hoped, to get the dues by the tenants and the *zamindars* written off from account registers of the tahsils and the *patwaris*.

209. Yes, it has been of much advantage to them, in so far as it has saved them from falling into debt, which would otherwise have been the case owing to pressure of demands. But it has not kept them from the relief works to any perceptible extent, inasmuch as pressing want of food had already drawn those who had no kind of scruple to stand in their way to relief works.

210. Yes, if seasons continue to be favourable and the landholders are required to pay the suspended amount by easy instalments, I do not think it will press hard on them.

211. Yes, it is proposed to spread over several seasons by means of instalments. The tenants also are expected to have the benefit of it.

212. No, so far as I am aware, there neither will nor ought to be any interest charged on suspended rent.

213. Yes, it is necessary that the Government should control the suspension of rent on estates held free of revenue, just as it directs suspension of rent and revenue on revenue-paying estates, both the classes of tenants having equal claims upon the clemency of the Government and the landholders.

214. Yes, I think immediate remission may be made a general rule in regard to estates held by self-cultivating landowners when it has been ascertained that the crop is below a four-anna one.

215. The registration and stamp records being not within reach, I am unable to answer this question, but I may, however, observe that indebtedness of the landowning classes had not increased for manifold reasons. Relief granted in various shapes, concessions made in the shape of remission and suspension of rent and revenue, the unwillingness of the money-lenders to advance loans, and, where they could be prevailed over, their demanding interest on high scales, all directly and indirectly tended to prevent the people from falling into debt and being involved in difficulties which would ultimately have brought about their ruin.

As to the use made of forests.

216 to 219. There are no State forests in the *parganas* I had under my supervision.

It may here be noted that scarcity of fodder was not felt in the said *parganas* to such an extent as to necessitate any special measures being taken. Some of the people, however, residing in the tracts bordering on the limits of the jungles belonging to the Rewah State did send their cattle for grazing in the forest to their relatives at the latter part of the famine.

As to orphans.

220 and 221. Such of the orphans as were dependent upon some relatives who either would not or could not support them during the famine have already been made over to their relatives who were willing and in a position to re-take them under their charge. Those, however, whose homes and relatives cannot be traced out may be made over to the several orphanages, which should be reduced to a reasonable number and be allowed to continue to enjoy Government aid supplemented by private subscription.

Government aid, being necessary on the ground of support, is also necessary to secure the permanence of the orphanages and the interest of the orphans, who might otherwise be subjected to expulsion at any moment that the private funds should fail or the zeal of private generosity be cooled.

As to the emigrants and the wanderers.

242. Such of the starving wanderers as were fit for work joined the relief works, whereas those incapable of work went into the poor-houses. They were never seen in large numbers so as to attract attention.

243. I think there would have been as much wandering even if more relief works had been opened, as the wanderers were mostly habitual and would not join the works. As to the preventing from wandering of the jungle people or habitual wanderers by certain relief methods, I can make no observations, having had no sufficient experience of the thing.

244. There was nothing to distinguish whether a certain inmate belonged to the wandering or to any other class of people, and it is therefore difficult for me to be able to say anything definitely on the point.

245. The few wanderers who resorted to the relief works in my *parganas* were chiefly from the poor peasantry and the common beggars. They were residents both of my *parganas* as well as of the neighbouring Native State, the number of the latter being large. Their being attracted to works in my *parganas* was probably due to the want of relief in their native places at the beginning of the distress.

246. No difference whatever was observed in the treatment of the two classes of wanderers.

247. In the cases where the Native States themselves have adopted satisfactory measures of relief, such wanderers should be made over to them; otherwise they should be allowed to enjoy all the privileges enjoyed by men of our own districts in order to save their lives and to stop wandering.

As to the ordinary food of the people.

273. In the *parganas* under my supervision the food-grains ordinarily used in their homes by well-to-do labourers and artizans are, without any particular regard being paid to seasons, *bajra*, *juar*, rice, *makka*, gram, *mahua*, etc.; in fact whatever can be had cheap.

274. They ordinarily break their fast at midday with some fried corn or the like, and take only one regular meal consisting chiefly of loaves of bread or boiled rice or both and *dal*, and, if procurable, a little *matha*. Whenever they can afford, they indulge in the luxury of drinking country liquor; otherwise they always use water.

275. When ordinary food-grains happen to be unprocurable, they would substitute whatever should happen to be cheap enough to suit their means and requirements.

276. They consider rice, wheat, and *arhar* as being the most, while *matar* and *makra* the least, palatable and nourishing.

277. They will say nothing against such other grains, but will rather gladly use them should they only be had cheap and near their homes.

278. In the poor-houses gram and wheat, and, for change, rice and *dal* (occasionally with a little *ghi*) and vegetables (at times) or sometimes fried grain; in the kitchens *khichri* (rice and pulse boiled together), and at relief works Burma rice, *juar*, *masur*, and *matar* were ordinarily used.

279. Both in the poor-houses as well as in the kitchens the people got only one meal a day. (As to what it ordinarily consisted of, *vide* 278.)

280. No complaints were made as to the kind of food. As regards meals, they were not satisfied with one meal.

(*President.*)—Where were you in the famine? —In the Allahabad district. In the Bara Pargana and Meja Tahsil.

Were your father's estates there?—Yes.

What particular work did you do in the famine?—I saw the people receive gratuitous relief. I inspected some tanks and supervised generally the distribution of wages.

You worked as assistant to the Collector?—They called me Superintendent of relief works.

(*Mr. Holderness.*)—I think you were in the Darbhanga famine?—Yes, in 1874.

How did the distress in Bara compare with what you saw in Darbhanga; was it greater or less?—I think about the same.

In the Pargana of Bara were the kharif crops of 1896 an utter failure?—Yes, a complete failure, and the rabi also was bad.

Had you ever seen a famine like this?—No.

When relief was at its height what percentage of people was on relief work or on gratuitous relief?—Sixty-four per cent.

Do you think there were many deaths from starvation there?—I don't think there were in the district. I did see many people dying on the roads. I don't know where they came from. Some got diarrhœa and died after being in receipt of relief.

What was your chief poor-house?—Shankargarh.

Were there a very great number of people there?—About 3,000 at one time.

Were they mostly from the district or from adjoining Native States?—From both.

In what condition were they?—Bad at first.

Were there many deaths in the poor-houses?—Not in consequence of starvation. These people were diseased and very thin, and when they got food they died of diarrhœa.

Was there any great mortality?—There were some 20 or 25 deaths per day.

When relief works were fully opened did most of the people live on the works, or come daily to them?—Those who had their houses near returned to them; the others lived on the works.

Did most of them live on the works?—Yes.

Were the people mostly labourers or were they cultivators?—They were cultivators.

What happened to the cultivator's cattle and his home when he came to the works?—He left one or two members of the family to look after them.

Did the people object very much to living on the works?—It was not very comfortable for them, because they could not in that case look after their property.

Did the more respectable cultivators bring their women with them?—No; they did not bring their women.

The less respectable brought their women, I suppose?—Yes, and their children also.

(*President.*)—Some sent their women but did not come themselves?—Yes, the lower classes.

(*Mr. Holderness.*)—Were there many tanks made or were they all road works?—In the beginning there was road work; afterwards there were only tanks and embankments made.

How was the work on tanks arranged?—Five hundred were employed on one tank.

How many tanks constituted a charge?—Eight or nine.

That brought work to people very near their villages?—Yes.

Did the people prefer tank work?—Yes.

Why?—It was not hard work.

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Which are the most useful, tanks or roads?—Tanks.

Were holdings watered this year?—Yes.

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What is the state of the country now; has the full area been sown?—Not with wheat and barley. They have sown cheaper things.

Did the cultivators sell many of their cattle during the famine?—In the beginning they did.

Do you think that the population in the villages is smaller than it was before the famine?—I don't think there has been a very great change.

Did many people come to works from the Rewa District?—When the works were close to their boundary they came.

Why did they come?—Because in the beginning there was hardly any work in Rewa, and afterwards they said they were more satisfied with our works.

For what reason was that?—Because they were better paid here than in the Rewa State. They said they got paid their wages after three or four days and there were other troubles.

Were there any severe outbreaks of cholera on works?—No, only a few, and people were in each case dispersed.

How many pice did a woman on works get?—Four pice.

Do you think that was sufficient to live upon?—Yes, she was able to live on it.

If she had a small child who could not work, what did that child get?—One pice. I was not in charge of works. I simply saw the works.

Do you think a woman could support herself and a child on five pice properly?—I don't think she could.

Was there much mowha there?—Yes. The mowha season was a good one.

Was mowha sold on works?—Yes.

Did the people spend some of their wages on mowha?—Yes.

Do you think the children were specially thin?—I think they were.

In a worse condition than grown-up people or not so bad?—The children and women were in the worst condition.

Do you think the labourers on the whole improved on works?—Yes, they improved.

Did you notice the improvement yourself?—Yes.

(*President.*)—At what age would you draw the line between an adult and a child. Do you think a boy or girl of, say, 15, ought to be classed as an adult or child?—Below 14 I think they are children.

That is, you think a boy or girl of 15 does not require so much food as an adult, or do they require the same amount?—I think the same.

Do you think at 14 they do?—They require less food at the age of 12.

Above 12 you would give them the same as a grown-up person?—Yes. I think they require it for their sustenance.

Sometimes men who are not very strong have to work as carriers, and nearly all women work as carriers. Do you think they should be paid the same, or would you pay the man more?—I think the man deserves more.

Do you think he wants more for his food?—I think he wants more, whether digger or carrier.

(*Mr. Bose.*)—Was village relief very extensive in your part?—Yes.

Do you think it has done great good?—Yes.

What was the dole?—A man R2 and a woman R1-8 a month.

Was that enough, in your opinion?—Yes.

What class of people were put on village relief?—The cultivator class, of course of respectable families, and those unable to work, such as the lame, cripples and diseased.

(*President.*)—In your part of the country have wages of labour been changed from kind to cash at all?—No.

(*Mr. Stoker.*)—You paid on gratuitous relief R2 to a man and R1-8 to a woman. How much did you pay to a child?—A child up to 7 got 8 annas and from 7 to 12 it got 12 annas.

You said that a woman got five pice a day and that a child got one pice on relief works. Was that all the time

Kunwar Lakshman Singh.

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or only for a part of the time?—I heard that the rates went higher and that at last they got R3 a month.

Do you think in the case of a family working all together the wages on relief works were sufficient for their support?—If the family consisted of four or five in number I think it would do. It makes a difference to cook for one person and a number.

COLONEL R. R. PULFORD, R.E., C.I.E., Superintending Engineer, 2nd Circle, Provincial Works, N.-W. P. and Oudh, Buildings and Roads Branch, called in and examined.

Colonel R. R. Pulford.

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I put in written answers to the Commission's questions.

#3(*b*). Yes, higher than in 1877 famine.

9. No.

18. Yes.

19. Yes.

20. Yes.

21 (2) One-fifth of the total number were gratuitously relieved.

22 (1), part. Yes.

22 (2) „ Yes.

22 (3) „ No.

23. The workers have no objection to reside on a work; but if there are villages near, they like to reside in them.

24. Yes.

25. I do not know.

26. So far as my experience goes in the 1877 famine there were no works in the earlier stages of famine to which starving people could resort, *vide* my note, page 203, of Volume III of the Appendices to the Government Resolution.

30.

Workers	35,723,550
Dependants	9,527,417
Total .	45,250,967

at a cost of R32,00,000, or 13·5 pies per head.

30, last sentence. Yes.

33. See this circle report, pages 136-137 of Volume III.

40. I was Superintending Engineer and had constant supervision of the Public Works operations in my circle. I was also in constant communication with civil officers.

41. Please see pages 37 to 38, 89, 91, 106 of Resolution and reply to 43.

42. See page 106.

43. There were no material departures, except—

(1) intermediate system:

(2) classification of workers.

As to (1), please see 89—92 of Resolution.

As to (2), see rules of 1st December 1896, sections 34 to 36, pages 20-21, Volume III, Appendix.

44. Please see 89—92, 106 of Resolution.

45. Various improvements are recommended in the Revised Famine Code, the chief being the different systems to be observed in famine and scarcity districts, there being an increased maximum wage in the latter; also *vide* pages 89—92, 94 of Resolution.

48. The full Famine Code rules.

49. In regard to the second part of the question, see pages 138—146 of Resolution.

52. (*i*) *Vide* paragraph 43, Appendix D—XIV of Revised Famine Code.

53. Pages 95 and 103, Resolution. Most of them will be of great use; a small proportion may be unused, *vide* my report, page 201.

55. It is one of the few works possible for the rainy season, but not suitable for weak men and women.

56. No. The roads requiring metal are very largely in non-famine districts. Comparatively little *kankar* was collected in my circle.

57. (*i*) In districts where such tanks are common, they are very suitable, page 12, rules, 1st December 1896, Appendix, Volume III.

(*ii*) I think personally they are most useful; also see page 103, Resolution.

59. About 500.

I believe the supervision was sufficient. Strictly enforced tasks will prevent this.

60. No. The number in districts where tanks are common is almost unlimited.

62. They will be of some considerable value, page 103 of Resolution.

63. Yes.

67. Please see pages 140—143 of Resolution.

71. They will go and come five miles to a work. They will accompany a charge for several days marching of camps unless there are special home reasons against their being absent at night.

72. So far as I am aware, no relief whatever has been given to able-bodied labourers who did not attend works.

73. No.

74. It depended largely upon whether there were villages near.

75. No.

76. No.

76, last clause. Yes.

77. No. It is purely a question of home conditions.

78. Yes. It has done so practically during the recent famine.

79. No distinction was made, but persons on arrival received a meal if required. We paid no attention to the question of distance. The rule was for work to be started at a certain time in the morning, and a certain task had to be done during the day.

80. The expenditure under this head was small. No separate account was kept.

81. Apparently not.

82. In very few cases. Authority was given to spend up to R100 per charge, page 139, Volume III, Appendices. Residence was not enforced, but the cold was so intense that blankets and hoods for children and women were sanctioned.

84. I do not know.

85. No. I do not think it is suitable for famine districts. Page 92 of the Resolution.

86. It is suitable for districts where famine is not severe.

87. Please see page 90 of the Resolution.

88. A lower task (page 91 of the Resolution) and special gangs for such.

89. Yes. See page 90, Resolution.

90. I do not recommend any system of payments except to each person, on the basis of one digger and his carriers.

91. The rule was that individuals were paid separately.

92. If the principle of individual payments is maintained, I doubt if there would be any considerable reduction if any. The measurements would require more attention.

93. It would depend upon the state of the people.

94. *Vide* paragraph 60, Revised Famine Code.

95. *Vide* paragraphs 99 to 101 and 104, Revised Famine Code.

96. The wage table, Appendix D—XV, Revised Famine Code, appears to meet all requirements.

96A. *Vide* paragraph 104, Revised Famine Code, and paragraph 43, Appendix D—XIV, Revised Famine Code. Neither men nor women would be satisfied with the same wage.

97. *Vide* Chapter VI, Revised Famine Code.

98. Ten years. *Vide* Chapter VI, Revised Famine Code.

99. *Vide* Revised Famine Code, Appendix D—XIV, paragraph 47, also Resolution, page 36.

The numbers, refer to the questions drawn up by the Commission.

101. All except men diggers were on D wage—without enfeebled health, so far as could be seen.

102. Yes, to the extent allowed in Revised Famine Code, approximately 25 per cent., but not if the work is under Famine Code rules.

103. Yes. *Vide* paragraph 83, Revised Famine Code. But I think only persons present on previous Thursday should be paid.

104 to 106. This has been provided for in Revised Famine Code, Appendix XIV, paragraph 43, but whether it will stand the test of practice remains to be seen.

106. The theory may be accepted, but it would be difficult to bring it into practical operation.

107. It is quite certain that the best possible arrangement will not be secured. There will nearly always be an excess of carriers in famine districts. Something may be done.

108. One digger and his carriers (1, 2, or 3, as the case may be), *vide* my instructions, page 183 of Volume III, Appendix.

109. No.

110. Pages 89 to 92, Resolution. Yes, the modified intermediate is the piece-work system. The intermediate system proper has a petty contractor or intermediary.

111. No, page 92, Resolution. The full Famine Code system is alone fitted for a famine district.

112. Page 102 of the Resolution.

113. Proportion one man to two women and children. The proportion does not seem to be excessive, admitting famine. In my circle there were—

Men	12,000,000
Women and children . . .	24,000,000
Dependants	9,500,000

114. For civil works please see paragraph 58, Revised Famine Code.

115. Revised Famine Code, *vide* paragraphs 31 and 34.

116. The Collector should, I consider, be held responsible that sufficient works are opened, so that all persons requiring relief can be provided with work on which they can earn wages adequate to their maintenance, and he should possess powers which will enable him to achieve this object. The Executive Engineer in these provinces, more especially in famine time, is largely a controlling officer. He and the District Engineer should be held responsible for the organization and conduct of the works being in accordance with the rules, and they should have a voice in fixing the task—Revised Famine Code, paragraph 62—and on this subject should be allowed to appeal to the Commissioner—see Revised Famine Code, III and V, and Appendix D—XIV.

117. Certainly not.

118. *Naib tahsildars*, see Famine Code, paragraph 67. There will also be a difficulty in getting sufficient suitable men. Where *naib tahsildars* are not suitable, candidates for civil employ could be employed and native officers would be good men.

119. Yes, *vide* paragraph 66, Famine Code, and paragraph 8, Appendix D—XIV.

120. Yes. This was the practice during the late famine, see also paragraphs 68 to 86, Famine Code.

121. It would be highly desirable to invest military inspecting officers or sectional officers with some powers, if only with those of taking and recording evidence.

122. They were not the same class.

123. No.

123, last clause. No.

127. All comers were admitted who were willing to work, *vide* Resolution, page 52.

128. None.

129. It is scarcely possible to give a minimum number: less than 2,000 workers are undesirable. A full charge of 5,000 workers - Appendix D—XIV, rule 6, Revised Famine Code, paragraph 74,—is desirable.

130. *Vide* Resolution, page 91. It is desirable that children should generally receive relief by being fed (Revised Famine Code, 89).

133. I believe the Agent, Bengal and North-Western Railway, did complain. He thought probably that in times of famine he ought to have got work done cheaper than in ordinary times.

134. I do not think there were any grounds, *vide* pages 101-102 of the Resolution, and pages 67 to 77, Volume III, Appendices.

135. *Vide* page 101 of the Resolution.

136. *Vide* page 101 of the Resolution.

137. In famines, if private employers wish to attract labour, it will be necessary for them to increase their rates so as to follow to some extent the increased price of food.

138. I cannot say. I have not heard of any.

139. I doubt, except as provided by civil works agency in these provinces, where a part of the cost of useful works has been paid by the State.

Addenda and Corrigenda to questions issued by the Famine Commission.

113A. Yes. If such works include a large proportion of earthwork.

113A, latter part. To a certain extent perhaps, but not necessarily required.

113B. This has been done to a large extent by the ordinary road repairs and repairs to famine roads.

113C. In these provinces it is being provided for from provincial or local funds; in the latter case from the reserve which it was intended to keep as far as possible unexpended.

113D. No.

282. I think the rise was abnormal and partly due to the effect on Indian produce prices of a depreciated silver currency.

(*President.*)—You are Superintending Engineer?—Yes.

What districts come under your circle?—The whole of Oudh practically, that consists of the Lucknow and Fyzabad Divisions. Most of the districts were affected by famine. The worst were Hardoi, Rae Bareli, Lucknow, and Bara Banki.

(*Mr. Higham.*)—In which of these districts was famine most severe?—Hardoi.

In the Hardoi district did you have a different system for relief works than in the other districts?—We began all the same. We had the Code rules throughout.

When the piece-work system was introduced, was it extended to Hardoi?—For a very short time.

Was it recognized as a famine district?—Yes.

And the others were scarcity districts?—Rae Bareli, Unao and Lucknow were all famine districts.

You introduced the intermediate system in all?—Only towards the end.

When did you begin the intermediate system?—On the 13th of December,—*vide* page 197 of Volume III.

What was your experience of work with contractors?—It was very satisfactory to a certain point, but the certain point was that it does not touch the poor people. They won't come to anything that flavours of contract work.

The contracts were made with regular contractors?—With petty contractors who were paid at the rate of R2-8 and afterwards R3.

In regard to the modified intermediate system, the idea was that you could form your work into parties of one digger and two or more carriers?—Yes.

What did you do with your carriers when they were very largely in excess, suppose you had three?—As a matter of fact three were never too many, four might be.

Did you often put three carriers on?—We put three on the intermediate system, as on the regular Code system four.

And did you pay the three the carriers' rates?—The rate was raised to pay for an extra carrier. That was permitted.

Your rates depended on the constitution of the gang?—Yes.

Supposing a man came with one carrier, namely, a strong woman, and offered to do the work, and supposing the two did their task, what payment did they receive?—It would not occur. We should not have allowed it. We would insist on two carriers.

Suppose they did their ordinary task, was it ever possible for them to earn as much as they would earn under the Code system?—They would get 6 and 4 pice, respectively

What would they get under the Code?—Six and four.

Col. R. R. Pulford.

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Was it ever possible for a man to earn more under the piece-system than the task-system, supposing he did the maximum, under the same conditions in a famine district?—In a famine district a man would get 7 pice.

Were the men placed in a more favourable position when working under piece-work than under task-work?—The grain rate being the same, he would be very much worse off.

Why?—Because, if a famine coolie, he could never work up to the piece-system.

Supposing he did his task?—He would not do his task. Famine people cannot do their task. If you are working with a healthy man then he will do better under the piece-system.

He is deprived of the Sunday wage?—Yes.

And so the privilege of working up to a 125 task does not do more than make up for this?—No.

It does not give him anything more than the Sunday wage?—No.

And of course his children do not get anything?—I am referring to famine people, not the ordinary worker.

Supposing you worked the Code system without any minimum wage, would it not be practically identical with the intermediate system?—Famine people would die. That is what happened here when we tried to work it. The grain rate had been diminished suddenly and there was no minimum.

Didn't your wage rise in proportion to the reduction of grain rate?—Some rules for reduction had been applied.

Do you consider in a famine any people are capable of doing full work?—Very few. They cannot be tasked. You must allow a certain amount of freedom. The man in charge must have power to decide on that.

The difference between the task and Code works is that in one case you pay a wage, in the other case you insist on a task?—Yes.

If you are going to insist on a task, would not the same end be obtained in a simpler way by simply paying according to the work done?—I don't think so. I don't believe in lumping the money and letting them distribute it themselves.

Is that personal payment of earnings to every individual obligatory?—Yes. I brought it in, and it was approved by the Lieutenant-Governor and carried into effect.

In the case of a man and two women that come, do you pay the digger and each carrier separately?—Each person.

If there is a child do you pay into the child's hand or give the wage to the mother?—We pay into the child's hand.

Why do you consider that necessary?—It is a check on the payments and pleases the people.

Did you find that you required any extra establishment?—No.

Did you never have villagers coming to you and taking work on contract in ordinary times?—They do from contractors, not from me.

It is not unknown to them?—No, they thoroughly understand it.

Why then is it necessary to go into detail?—Because when they are starving they won't give the money to the people whom it is intended for.

Even among the members of a family?—I think so. In many cases you cannot be certain that you have the whole of the family in one gang.

Where you had this intermediate system in force you had to employ special gangs?—A few; as a rule we lowered the task for everybody whenever it was necessary, if the soil was very heavy.

You say in a famine district the people are in such a poor condition that they cannot do the task. In a scarcity district can they do the task?—Yes.

In your scarcity districts there must be an intermediate grade of people?—Yes, I am aware of that.

In your answer to question No. 96A you say that neither men nor women would be satisfied with the same wage?—I have explained that by saying that the man certainly would not be satisfied if he had a woman's wage.

It is not certainly the idea that one sex should get more than the other?—No, but as a matter-of-fact one does more work than the other.

If you have a number of men and women engaged in carrying do you consider that neither man nor woman will be satisfied with the same wage?—I don't think they would mind.

Would you propose a different task and wage for women and men within the same class?—If they were both carriers, I certainly would not. I would if the man was a healthy man, not a famine man.

I observe in your circular that when working on the 12-seer basis on task-work the male carrier got 5 and woman 4 pice?—Yes.

When you introduced the intermediate system you gave both four?—Yes. The idea was that a man in a famine district wanted more food. In one case you have to deal with people in a normal condition, in the other you have not.

As a matter of fact in the districts under the intermediate system the male carrier got the same as the woman?—Yes.

Elsewhere when the 10-seer rate was in force the man and woman got the same under the Code table?—Yes.

In practice whether you worked on the 10 or 12-seer basis the male carriers and women carriers were getting the same?—Practically it was so.

You don't think there is any sentimental ground why there should be a difference?—No, it is merely a question of what is considered necessary to keep him well.

In page 19 of the new Code, for the B wage they propose 19 chattaks for a man and 16 for a woman.

Did you ever have women in that B class?—Not more than 50.

Could they be encouraged to go into that class?—No.

Would you suffer from want of diggers?—I would not like to see women put to digging. I omitted it entirely in my returns.

If you proposed this 16 chattak rate for women, then you contemplated women digging. Were you on the committee?—Yes.

Why did you consider the point in that case?—It was only to make it complete.

In the same table children under 10 and over 7 are supposed to be non-working dependents?—Yes.

You have always worked with children over 7?—It is an academic distinction. It is difficult to say what their ages are.

This is a new departure, this proposal that children under 10 should not be admitted to works?—Yes.

Have you any remarks to make about my formula for tasking?—I think it is an excellent formula if you have got works in which you have skilled supervision as on big tanks, but it would be difficult to be constantly applying it.

(*Mr. Holderness.*)—I suppose this intermediate system reduced the numbers on works very largely?—It came when they were anxious to go away.

Are you satisfied that it gave sufficient relief at that particular time?—Yes. It is a question for civil officers to decide.

Was it done in all cases at the initiative of the District Officer?—Yes.

Does it require greater supervision than ordinary task-work?—It requires more accurate measuring up. It requires great care. You want an intelligent mate.

When it was introduced your staff had been trained?—Yes.

On starting the famine if you had to introduce the intermediate system you would have difficulty of that very kind?—Yes, as compared with the simple methods of measurements.

What was your practice as to exacting fines?—Did you fine the digger as a matter of practice?—No, my instructions were that it should be the exception.

Did you find that you could not trust your staff?—I found they were fining too much.

Your fining was restricted?—Yes, I restricted it very largely.

They were doing very good task-work?—They could not do very much more. They were not professionals.

Did you later on get Staff Corps Officers in order to check the tasks?—No.

It was not a part of their real duty ?—It was a part of the general organization.

Does the classification in the Famine Code coincide with your individual opinions ?—Yes, quite.

Do you think non-working children got a sufficient dole under the old Code ?—I think so, if it was devoted to them. Personally I would rather see cooked food given in every case. It is much more satisfactory.

In the case of a woman and a single child was the collective wage sufficient ?—It was not enough.

How did you get over that ?—We didn't get many of them.

In the case of larger families, in which the earnings were more than was thought necessary ?—I talked it over with many natives, and they said, taking into account that the people were away from their homes, and everything else, it really did not amount to more than they would have earned ordinarily.

It was not more than necessary ?—I don't think so. It looked large but the conditions were so trying. They had to deal with bunnias who paid no attention to *nirikhs*.

With the exceptions that you mention, of a woman and one or two children, you think on the whole they got sufficient ?—I think so.

Do you think they improved ?—I think so.

Col. R. R. Pulford.

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You say that the cold was intense and that the Government authorized an expenditure of R100 monthly per charge in buying warm clothing, was that enough do you think ?—No.

If you had to work another famine, is that a point that you think should be attended to ?—Certainly. The Code was drawn up on the Madras lines where they have no such cold weather. Hutting and fire-wood are things to be attended to. The men sometimes burnt their huts for fire-wood and once they set fire to a hospital.

I suppose they were badly clad ?—Yes.

(*President.*)—You said you agree with the rules about wages in the new Code. Do you think that people of 14, 15 and 16 of both sexes should be ranked as children ?—They come very close. They are not fit to dig, but they are able to do work as carriers. In the earlier stages a boy used to get 4 pice. It was about the same as a woman.

Where would you draw the line for the purposes of wages between an adult and a child ?—I have argued that out carefully, and it was agreed that 16 was the correct age at which the distinction should be drawn. We only say a child looks like 16, but that is an empirical rule really. It corrects itself in practice.

At the Chatter Manzil, Lucknow.

FORTIETH DAY.

Wednesday, 23rd March 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT).

SURGEON-COLONEL J. RICHARDSON.
MR. T. W. HOLDERNESS, C.S.I.
MR. T. HIGHAM, C.I.E.

RAI BAHADUR B. K. BOSE, C.I.E.
MR. T. STOKER (*Temporary Member for the North-Western Provinces and Oudh.*)
MR. H. J. MCINTOSH, *Secretary.*

REVD. MR. FOSS WESTCOTT, S.P.G. Brotherhood, Cawnpore, called in and examined.

Revd. Mr. Foss Westcott.

23rd Mar. 1898.

I put in a written statement of evidence.

In replying briefly to the questions you have been good enough to ask me, I would desire to point out that during most of the famine time I was occupied in giving systematic relief in villages within a limited area of this district, and with the exception of a ten days' tour in the Hamirpur district last June and occasional visits to Jalaun, I have had no opportunity of judging of the effect of the famine or the relief measures employed outside of that area.

With reference to the three points you have referred to:—

(1) The measures employed were eminently successful, and though I would be sorry to say that no one died from the effects of starvation (in the ordinary acceptance of the word), the mortality returns, which were little if anything above the average of prosperous years, show clearly that the relief afforded was generally sufficient. During the 7 months, from the middle of March to the middle of October, we gave regular help to some 1,000 of the poorest in the villages; during the 7 months 60 to 65 (I have not the exact figure by me) of these died. Of course these were the old and infirm, and belonged to the class of those considered not to need gratuitous help. After the close of the Government relief measures the mortality in this district rose to about three times that of ordinary years. The main cause of death was said to be fever, but I imagine that the fever was caused by exposure to the cold nights, without sufficient clothing, the period of want having prevented the people providing themselves with warmer clothing as in other years.

In the city of Cawnpore itself, though we started gratuitous distribution of grain, we soon were convinced that there was no real need for it, as the charity of some of the citizens already provided what was needed.

(2) I would only venture to refer to three points by way of suggestion:—

(*a*) While the condition of the main body of those employed on relief works seemed good, that of the smaller children seemed much less so, and it struck me that while the allowance given to the highest class of work-people was more than sufficient for their sustenance, that made to the lowest grade of children was insufficient. In some works I visited cooked food was given to the small children, and this plan seemed best, as under the stress of want the natural affection of parents seemed to fail.

(*b*) Of the various poor-houses I saw, some were excellent in their arrangements, such for instance as that at Hamirpur, where men, women and children each had their separate quarters. In others, however, all were quartered together in one enclosure, and the mixing of the children in such intimate relations with the grown-up men and women, who for the most part were composed of the outcastes of the villages, seemed most undesirable. Might it not with very little additional outlay be arranged that in every poor-house the children should be kept separate.

(*c*) Would it not be possible for the Government to avail themselves of the help of any ladies, missionary or otherwise, English or Native, in the distribution of gratuitous help to *purdah nashin*

Revd. Mr. Foss Westcott.

23rd Mar. 1898.

women? One heard many complaints, though of course it is hard to know how much weight should be attached to them.

(3) Since the famine I have not been in any villages beyond the Cawnpore district, but as far as I have seen and heard the people are rapidly recovering from the effects of the famine. As I have said, the first three months after the close of the works, etc., there was considerable distress owing to the want of clothing, but now with the cheaper prices and good prospects there does not appear to be above the normal amount of distress. I have had no previous experience of famine, so cannot compare the present with the past.

(*President.*)—You represent the Society for the Propagation of the Gospel?—Yes.

At Cawnpore?—Yes.

In the villages in which you were undertaking relief you were working quite apart from the district organization?—Except in so far that they supplied us with lists. I had a letter from the Collector to say that the Tahsildars would help as far as possible.

Lists were supplied in order to avoid overlapping?—Yes.

What classes did you relieve?—Practically those incapable of doing any work at all, blind people, in fact the very poorest, where Government help had not got.

The class you describe is very much the class that Government undertakes to relieve?—I think there is a fixed proportion in each village. It seemed to leave many out.

Were many of these temporarily unfitted for work, or people more or less permanently unfitted?—People mostly permanently incapable.

They belonged to the lowest classes mainly?—Yes; we helped some *parda nashins* also.

What were the rates?—Exactly the same as Government. We never gave anything except under our own superintendence. We just took as many villages as we could visit in a month.

Do you remember what number of villages there were?—About 105 or 110.

On an average how many people were there?—We helped just over 1,060 with monthly help.

Did this 1,060 include children?—It included all those to whom we gave help. They were generally men and women.

In what month did Government relief measures close?—I believe it was at the end of September.

You say in your note that after the close of the Government relief measures, the mortality in the district rose to about three times that of ordinary years?—It was not quite three times. It was just under that; October and November were the worst months.

Was there anything peculiar about the fever?—No. I examined statistics and came to the conclusion that there was no epidemic malarial fever.

Was there diarrhœa and other things?—The only return I got was fever. I think there was a little cholera.

Is it your impression that if relief had not been closed that would have made a difference?—I think they might then have had means of getting clothing.

You don't think stopping relief measures resulted in privation of food?—Yes, I think so, and besides they had no means of getting sufficient covering. We carried on our own relief a month longer.

(*Mr. Holderness.*)—Was there any distribution of clothes from the Charitable Relief Fund?—Not very much. The Civil Surgeon raised a subscription in Cawnpore, and by means of that we distributed about 1,000 blankets.

(*President.*)—Was there any relief of weavers in Cawnpore?—Not as far as we were concerned. I never saw any.

Do you know where the blankets were got from?—From the bazar. The woollen mills could not supply any owing to the frontier expedition.

Did they make them in the bazar?—No. The Darcga of the jail got them for us.

You say, "In the city of Cawnpore itself, though we started gratuitous distribution of grain, we soon were convinced that there was no real need for it, as the charity of some of the citizens already provided what was needed." There was a liberal distribution of charity?—Yes, it was a distribution of food. It seemed to me that people were going from place to place getting charity, and so we stopped our distribution.

I understand the suggestion at (*a*) of your evidence to amount to this, that the allowance made to the lowest grade of children was insufficient?—Yes.

You approve of cooked food being given to small children?—Yes.

You say that under the stress of want the natural affection of parents seemed to fail. You refer to those on relief works?—Yes.

Generally speaking, people in India are fond of their children. Do you think they got demoralized on relief works?—Only during this time somewhat, but not owing to the relief works.

You came to that conclusion merely from observing the condition of children with their parents?—Yes.

I suppose children would show signs of privation sooner than adults?—Yes.

On works there would be difficulties in giving them food often?—Yes, no doubt.

You say that in the Hamirpur poor-house, men, women and children each had their separate quarters. Do you mean that children were apart from their mothers?—Not very small children, others were.

(*Mr. Stoker.*)—All the time?—Yes.

Was it not merely for the purposes of feeding them?—No.

Were these not waifs?—There were very few children who had parents.

(*President.*)—You suggest that children might be kept separately; would it not be difficult?—Yes, but orphans might be kept separately.

With reference to what you suggest, whether it would not be possible for Government to avail themselves of the help of any ladies, missionary or otherwise, English or native in the distribution of gratuitous help to *parda nashin* women, I suppose that could only be done in towns?—It is of course very difficult in villages, unless they took certain districts. I was thinking especially of towns.

(*Mr. Stoker.*)—Is there not a special agency?—Not in Cawnpore.

(*President.*)—With reference to clothes, do you think a larger part of the Charitable Relief Fund might be devoted to that object?—I don't know how much was devoted, certainly not many clothes were distributed. I think they sent round a certain number of blankets, but not sufficient for those in need in the villages.

(*Mr. Holderness.*)—Were these 210 villages in one Circle?—Yes, we confined ourselves practically to one pargana.

Did you do that in consultation with the Collector?—Yes.

Then you selected these from your own local knowledge?—Yes. It was the worst part of the Ghatampur District.

Had you previously acquainted yourself with the circumstances of this district?—Yes.

In these villages there was a certain number on the Government gratuitous list?—Yes.

About March they began to reduce them very much?—Yes. I think orders came about it.

Was there any distinction between your persons and the persons relieved by Government?—No. They belonged to the same class.

They were persons incapable of earning their livelihood?—Yes.

How do they live ordinarily?—By begging. I think 2 per cent. of the population always lives in this way.

The ordinary sources of charity had dried up?—Largely I think.

Had they been told when struck off the Government list that they should go to works?—No At the time I think they were simply told that help was going to cease, and it was a time when the Charitable Relief was beginning its operations. They were given a small sum out of that.

Those given relief from the Charitable Relief Fund, you didn't relieve?—No.

(*President*).—Were they given a small sum as a sort of parting gift?—Yes. It seemed that these people did not appreciate it. It looked as if it was an excuse for getting rid of them.

(*Mr. Holderness*). If you hadn't relieved these people, what would have happened to them?—I think out of the thousand we relieved, 60 died. I don't know if the proportion would have been higher if we hadn't relieved them.

Were you on the Cawnpore City Relief Committee?—No missionaries were on that.

Were you on the local Committee of the Charitable Fund?—No.

What fund did you administer?—Our own money. The Collector offered me some money, but I refused it.

Why didn't you take the money from the Collector?—Because I had as much as I felt I could distribute properly.

Have these people who were relieved now gone back to their ordinary mode of subsistence?—Yes; and as far as we can tell, it looks as if nothing had ever happened.

And, generally, has the district recovered?—I cannot tell you as to their indebtedness. So far as their physical appearance is concerned, they have perfectly recovered.

What is your opinion as to the value of Government gratuitous relief, as a form of relief?—I think it is distinctly good. I don't think you could do without it. I don't think you can expect everybody to go to poor-houses. There was a great feeling against going to the poor-house.

Were there any kitchens scattered about in this part of the district?—I saw none in the part where I was. We proposed opening one for children in Cawnpur, but when I mentioned it to the Collector, he said it should not be done as it would attract people from outside, which was undesirable.

Do you think cooked food given in a kitchen would be availed of by a good many people?—In this part of the district I should imagine it would be.

Would those people on the gratuitous cash list have taken cooked food?—Some I think would.

Do you think it has advantages compared with the money dole?—It has some, of course. It would be given more regularly. Our system of monthly relief ensured that they would not spend it at once.

You never started kitchens?—We were anxious to do only as much as we could supervise.

You could not supervise that?—No. We could not go round sufficiently often.

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(*President*).—Did you notice whether the people you relieved husbanded their money?—Not as far as we could make out.

(*Mr. Holderness*).—Did you receive many orphans?—We did not take any ourselves. The Bishop asked us to take some from Allahabad; some were sent to us from Banda.

You didn't collect any yourself?—No; but we have got a number now that were sent from those places.

(*Dr. Richardson*).—Did you say that out of a thousand people relieved, 60 died?—Yes.

Did you notice what they chiefly died of?—I cannot tell you.

You said there was a good deal of fever?—Yes. The fever began in September and was highest in November, and decreased in December.

Had you no medical arrangements at all?—No. We gave quinine.

Did that seem to affect the fever?—It helped the people who got it.

It seems to have been malarial fever?—Yes.

Was that in the canal-irrigated part of the district?—Yes.

Was there any epidemic disease?—There was cholera at the end of September in one village, where it was rather bad. Out of a population of 200, they lost 50.

Was there any medical treatment there?—Medical treatment was sent from head-quarters. That was at the end of September.

(*Mr. Stoker*).—There was a Government organization at work in the parganah that you worked in?—Yes.

A Circle Officer I suppose?—Kanungos and Naib-Tahsildars.

They patrolled the villages?—Yes.

And there was a Naib-Tahsildar?—Yes. I don't know how far he patrolled.

Was there any reason to suppose that they were not doing all that was necessary?—There was a difference between the two men there. One was a man who everyone spoke well of, and the other they didn't speak so well of.

Was much money distributed at the end of the hot weather for cattle and seed?—I cannot tell you the amount, I think the Collector said about R40,000.

From your own observation did you happen to know whether that was a good form of relief?—It was undoubtedly good.

In what way did it act. By putting men on their legs again?—Yes.

Do you think that is a good way of spending the Charitable Relief Fund money?—Yes.

Is it the best way, or can you suggest anything else?—I don't think I can suggest any improvement.

Dr. W. HOEY, Officiating Commissioner, Gorakhpur Division, called in and examined.

I put in a written statement of evidence.

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As to the extent and severity of the distress.

The total area of the Gorakhpur district is 4,581 square miles, and the population 2,934,057: but the area in which it was found necessary to introduce full measures of relief was 2,630 square miles with a population of 1,726,790. This is the western portion of the district. The eastern tract is, as far as it lies west of the Chota Gandak, *bhat* soil, a dark clay or loam, retentive of moisture. The whole of the Padrauna sub-division is of this class, and much of Deoria is similar. The rest of Deoria is largely protected by wells, Hence these two sub-divisions did not exhibit symptoms of acute distress.

The cause of distress was primarily the short outturn of winter rice in 1895, owing to early cessation of rain, and the partial failure of the spring rice and almost total failure of winter rice by a deficient and early closing rainy season in 1896. It was aggravated by the extent of famine in other districts at remote distances, which led to an abnormal export of food-grains. Gorakhpur is a surplus district, but not only was its surplus drawn off on this occasion, but stocks usually reserved for home uses were to a large extent removed.

The extent in area of the late distress did not equal that of 1874, but it was possibly as great as that of 1877-78. In respect of severity I do not think it equalled either of those periods.

The relief measures adopted were both sufficient and economical, but they were in some cases departures from those recognised in the local Famine Code.

Departure from prescriptions of the provincial Famine Code.

The intermediate system and the piece work system were not Code measures. Full famine relief work on Code principles was used but abandoned, and the intermediate system did not succeed.

I have considered the relative advantages and disadvantages of the full famine relief work and the Gorakhpur piece work or intermediate system without middlemen. Under the full famine relief system there is great expense in the agency employed in supervision and payments. It involves also considerable trouble in conveying copper coin, and there is a temptation to keep up numbers by fictitious methods. When a full famine relief work is in operation, workers bring with them people whom they pass off as dependants. I believe that this can be made a means of abuse of State charity.

To exercise any check would require the expenditure of much time and the entertainment of agency for purpose of enquiry. It is to the interest of a *jamadar* to keep up the number of workers in his charge, and when there is any decrease, he is under a temptation to bring in substitutes who may not be in need of relief. When payments are made under this system, each individual has to be paid separately. This involves the keeping of a large quantity of copper coin and laborious reckoning, tying up of bags, the maintenance of muster rolls, and calling up of recipients in gangs. All this can be made to work with such smoothness and precision that the perfection of the organization is apt to impress one too much and cause him to overlook the question of the necessity for its maintenance. Every unnecessary agent employed on a work adds to the cost and tends to make it appear in the eyes of the public a scheme for the support of idlers.

Under the Gorakhpur piece work system there is no unnecessary clerical or disbursing agency employed, and the expenditure on staff for purposes of supervision and payment of workers is about one-half of what it is in the case of full famine relief work. There is one further great advantage connected with this system which I consider outweighs nearly all others; it is that it enables people having a common interest to hold together, and thereby induces co-operation. The first full famine relief work started in Gorakhpur was opened by me in person. It was on a large tank at Sahjanwa. I went out and with the aid of an overseer marked out blocks. I then called up those who came on the works and, taking village by village, I allowed the people to group themselves in gangs of fifty, the due proportion between diggers and carriers being maintained. I allowed each gang so constituted to elect its own mate, and thus there was co-operation and cohesion secured. In two or three days the numbers rose rapidly and the Public Works Department took up the work. Then came the usual procedure. Persons picked up from all sorts of places and of all classes, but with absolutely no interest in the people, nearly all being *bazar* loungers with the merest smattering of literary qualifications, were entertained as mates and *jamadars*. As the people came up they were taken at haphazard and placed in blocks and gangs. This is unavoidable where a full famine relief work is in operation and officers in charge have to group workers. The lines upon which I had begun could not be continued; at any rate they were not adopted. I consider this a great defect. Where families and co-residents of a village came up to a work, they should be placed together and the strong will help the weak. Thus, many who are in poor condition will find employment and eventually regain strength; but where they are placed indiscriminately in vacant lots, they get no encouragement and relapse into helplessness. The Gorakhpur piece work admits of this grouping by natural selection. The members of connected families or the co-residents of a village come up in a party, take a block of work, register their names, and nominate one of their own number as the headman of their gang. He holds a ticket, on which the task demanded, the rate and description of work are entered. On it each day an entry is made of the amount of work found done and the amount paid in return for that work. The headman takes the payment in lump for the whole gang, and they live together and work together as long as they are on the work; they help each other, they can take turns in digging and carrying, and the weak are not squeezed out. Payment is easier. There is no laborious reckoning of copper coin, as silver can be largely used; there is no mate, a stranger to them, whom they might have reason to distrust. And when a party of workers of this kind comes up, they bring dependants, but these dependants cost nothing to the State.

I take the following figures for the Rudarpur-Gola road, which was worked on the full famine relief system from 28th January to 5th April 1897, and on the piece work system from 6th April to 4th August 1897 :—

Full famine relief system.

	Units of workers.
Men	105,182
Women	58,770
Children	61,167
Total	225,126

Total amount earned, R15,526-8-0, giving 13·2 pies per working unit.

If we add to the cost of wages that of relief to dependants the result is 13·9 pies per working unit.

Piece work system.

Men workers	104,822
Women ,,	84,716
Children ,,	39,861
Total	228,899

Total amount earned, R20,636-3-2, giving 17 pies per working unit.

This is a comparison where the piece work system was applied on a more difficult project than the full famine relief work system, because in the latter case it was the making of an ordinary road with marginal lead, while the piece work was the making of an embankment (that seen by Mr. Higham) where the lead extended to a tank not less than 800 feet distant. Thus we have the cost of Gorakhpur piece work system when applied under the most unfavourable circumstances to compare with the cost of the full famine relief system on the most favourable circumstances.

One cannot determine the relative value of systems without considering the age and sex of those attracted. The following table shows the percentage of men, women, and children who came on the works and worked on each system; dependants are excluded :—

	Full famine relief.	Piece work.
Men	46·7	45·5
Women	26·1	37·0
Children	27·2	17·5

I believe that these percentages turn the scale in favour of piece work, because small children were not driven to work in a state of debility or in cases of tender years. I firmly believe they were under the famine relief system.

The classes in distress undoubtedly approve of the piece work system adopted in Gorakhpur and of village relief at homes of the people; but 65 (*a*) works on a system of advances partially recoverable are decidedly unpopular with *zamindars* and others, who would be expected to avail themselves of the obvious benefit of the free gift of a portion of these advances. I have elsewhere referred to the utility of village tanks as works.

I have read paragraph 133 of the Famine Commission report and considered the Gorakhpur piece work system, and I believe that it meets all objections, because the workers are grouped in families or parties having a common interest, who co-operate, are paid according to the work done, and as they practically live in commensality, none fails to find adequate relief, although payment is made to only one member of the group as representing the whole. It is where an attempt is made to distribute the payment for the work in lump over the members of the group according to the relative quota of labour contributed by each member to the result in lump that trouble arises in connection with classification, task, remuneration and fixing *maxima* and *minima*. It is also a mistake, in my opinion, to fix a maximum task for a given number of people, or to attempt to limit the number of people constituting a group, because this inteferes with the natural grouping necessary to co-operate, and the real test of a maximum is the combined strength of the natural group.

I have shown that adult male workers were practically in the same proportion under both the Gorakhpur piece work and full famine relief work, while children were fewer in the case of piece work and women increased.

The women and children, however, on works at no time exceeded two-thirds of the whole number.

As to large and small works and the distance test.

Although people have during the late famine come up to works from a greater distance than eight miles and have resided on works, I do not advocate the imposition of a long distance test or the residence test. It is possible by the adaptation of rates to works to make them tests of relative degrees of distress and adapt the works to classes of sufferers while keeping all within easy reach of their homes. The first necessity is to determine a reasonable area for a work or works to serve; in others a unit area. It cannot be a revenue sub-division or, as it is here called, a tahsil.

The former Famine Commission stated that one large work would probably suffice for a sub-division, but it seems to me that a Famine Commission should not hazard one general principle for all existing sub-divisions. A sub-

divisional area is not a uniform unit. There is one sub-division of the Gorakhpur district (Maharajganj) which is as large as two combined sub-divisions of many a district. To say that in the case of Gorakhpur, with six sub-divisions averaging 800 square miles each, six works, one in each sub-division, would suffice in the case of a very serious famine seems absurd, when in the case of a district like Azamgarh it would mean one work to each of five sub-divisions with an average area of 430 square miles, or, in the case of Jalaun, one work each to five sub-divisions, where the area of each is much under 300 square miles. Districts vary and sub-divisions vary in gross area, in cultivated area, and density of population. If the Famine Commission define a sub-division in terms of area and population, and lay down a standard unit, there is some room for discussion what work would suffice everywhere uniformly for a sub-division; otherwise there is none.

Looking at Gorakhpur, and taking 7 per cent., which was marked in the late famine at the limit of the proportion of population which might be expected to come on relief in a famine of moderate intensity, such as that through which we have passed, and 5,000 as the number of people allowed to come up on one work, I find that the sub-division for the purposes of a work for relief should consist of 71,428 population, and we may therefore say that in areas where the population is dense, as in the case of Bansgaon and Hasanpur Maghar, exceeding 750 per square mile, the sub-divisional unit for famine relief purposes in terms of population should be not less than 75,000 inhabitants. This would mean, in view of density of population, an area of 100 square miles. Taking the case of tahsil Maharajganj, where the population is 413 to the square mile, I should, allowing for the spread of area, take the population at 70,000, and a sub-division should consist of, as near as may be, 170 square miles.

In order to prepare well considered plans for fighting a famine if it arose again, each district should be considered individually, and sub-divisions should be laid out beforehand with reference to units in terms of population and area (subject, of course, to physical features), so that one large work on the piece work system, together with village or home relief, may be ready to be at once opened and other similar projects in reserve for the continuance of relief. Village works should also be taken up as referred to below.

Residence I should not seek to enforce, for workers do not find it necessary to reside on the works where a work is provided in the proportion which I have described. If they want shelter, they find it in groves or in hamlets near the work. Residence on relief works cannot be rigidly enforced, and in case of the piece work system it is not necessary because people come up in groups and families from villages. They know each other and arrange their own little camps to suit their own convenience and prejudices.

It is also better that workers should not be crowded up for purposes of residence within a limited space, for their sanitation cannot be enforced, except at an expense out of proportion to the result and a rigour all the more distasteful to the people because of their reduced condition. If 5,000 people come upon a work, it is better that they should form themselves into 200 groups of 25 at various spots within a radius of two or three miles, and thus spread over a large area in smaller quantities, anything insanitary than that they should bring it all into a condensed form within the narrowest limits. Beside, the larger the numbers grow upon a work the larger is the section and the more rapidly is that section completed. Thus, the movement of the workers, who provide their own shelter and move with their own free will, is more rapid. This argument seems to me strong in favour of the piece work system on one large work, serving a unite of area which is in terms of past experience likely to provide the number of workers and others needing relief who would fill one work.

Each district must be considered by itself, and the officer who has had most local experience should be asked to frame sub-divisions for famine purposes. When these are finally determined and approved, a list of works for each should be prepared.

The local knowledge of a District Officer is the only guarantee that the plan of campaign is based on the conditions of the country in which the enemy has to be fought.

I recommend village tanks for the weak workers in addition to large piece works for the able-bodied, and the question arises, how we are to keep the able-bodied from remaining in villages to take up work on village tanks.

I should recommend that not more than one tank work be opened at one time in any *patwari* circle; that it be opened to all comers, and the wages paid be lower than on piece works on a large scale. If the tank work fill rapidly with people coming from other villages in the *patwari's* circle, there should be a second tank opened at the same low rate. This would keep the weaker and the more needy to their villages, while the more able-bodied would go to the large work on piece work principles to earn the higher rate of wages.

The number of possible village tanks has not been exhausted, nor has any perceptible impression been made on this class of work.

Relations of Civil and Public Works Officers in connection with the management of Relief Works.

In my opinion no relief works can be carried out conveniently or with technical efficiency by Civil officers; I should place all relief works under Public Works officers alone, and I should confine Civil agency to gratuitous relief. In the case of relief works I should entrust everything to the Public Works Department, save the determination of the prices of staple food-grains forming the basis of calculation of a subsistence wage. This I should make the duty of the Commissioner. I should also invest Department of Public Works Inspecting Officers drawing a salary of not less than R150 a month with magisterial powers, to be exercised within the limits of the relief camps and for the total length of the actual work or works under their control. As regards the Collector, his duty would be the providing of the cash required and the Magistrate of the district should have no power of interference beyond that which he is invested with under the Criminal Procedure Code, as the superior of the inspecting officers already referred to *quoad* Magistrates. There is a great necessity for defining the duties and responsibilities of Commissioners, Collectors, and Officers of the Public Works Department, so that, while they should work in harmony there may not be unnecessary references and correspondence. It was the tendency in the late famine to convert the Collector into a quill driver, and correspondence was multiplied to an extent which prevented his moving about in the district to ascertain facts relating to his charge.

Gratuitous relief.

That administered in poor-houses began some months before Government officially recognized distress, and the institutions were maintained from funds provided by private subscription. The numbers who entered were high and remained so continuously. The inmates were chiefly persons falling within the descriptions enumerated in section 54 of the Famine Code, and I am inclined to think that it would have been well if village relief at the homes of the recipients had begun at a much earlier date than it in fact did. It might have been possible to avoid opening poor-houses altogether had this been done.

Gratuitous relief at homes is not so popular as to be likely to lead to abuses, and the precautions taken and the organizations were so complete as to restrict gratuitous relief of this description to those who were incapable of work and would otherwise have starved. The relief was given in money at the actual homes of the people, and as it was not given until persons falling within the purview of section 54 had already flocked in large numbers to poor-houses, it cannot be said to have dried up the streams of village charity. These springs have already dried up when the blind, the lame, the leper, and the orphan, who have but a loose anchorage in the village, begin to move and float into poor-houses.

Indian Famine Charitable Fund.

Grants made from this fund were used chiefly to provide with money tenants who were not able to obtain statutory advances for purchase of seed and cattle. There is always a large margin of cultivators who cannot fulfil the conditions necessary to obtaining these advances, and in ordinary years their landlords usually give them advances from their private resources. The danger is that the charitable gift of advances through Government officers may lead landlords to seek to avoid that responsibility which ancient custom has imposed upon them of assisting impecunious tenants. Measures were taken to prevent this in Gorakhpur.

Use made of forests.

Grazing.—The grass lands in the Gorakhpur Forest Division cover 25,695 acres, and the greater proportion of this area was open to grazing for the whole year, together with 5,433 acres of mixed forest in Domakhand. This area is calculated to afford grazing for one head of cattle per acre per annum.

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Last year, however, 33,056 head of cattle grazed on this area, that is, 1,928 head of cattle in excess of the acreage. No cattle were refused admission, but the fact that the Gorakhpur Government forests are mostly situated in the Maharajganj tahsil, where there are great areas of private grazing grounds and close to Nepal where the grazing grounds are practically unlimited, explains why further demands were not made on Government forest.

Edible products.

In accordance with Secretary to Government's letter No. 361, of 3rd February 1897, to the address of the Conservator, the forests were opened for the free collection of edible products, but the people discontinued the use of the concession after the end of June.

I had moved the Commissioner at an earlier date to ask Government to take this step because I had observed the advantage of edible forest products as a food reserve when I had charge of forests in Banda many years ago. Had the forests been opened earlier, I believe suffering would have been less in the north, where the rice crop failed.

The total number of persons using the forest for one day for this purpose was 112,242, but the estimated amount of products extracted only amounted to 935 maunds. As most of these products are not usually sold in the *bazar*, but eaten by the persons who collect them, the value cannot be correctly ascertained. The value estimated in Forest Department annual returns was Re. 1 per maund.

No departmental operations were undertaken for collection and despatch of compressed grass, because no information that grass was required was received. At the same time the Divisional Forest Officer tells me, had these forests been indented on for compressed grass, it would have been impossible to have despatched it by rail, since the Bengal and North-Western Railway have such a small number of waggons on their rolling stock that they were in no way able to supply the demands for waggons for the export of grain on the Uska branch, and grain was lying at all the stations on that branch for weeks at a time waiting for waggons.

The variety of edible products in the Gorakhpur forests is small, as the forests are chiefly pure *Sal* with quite a small portion of mixed forest. The chief kinds of food taken from the forests were—

Seed of *Sal*.	Fruits of *Chironji*.
Flowers of *Mahua*.	„ *Karonda*.
Fruits of *Tendu*.	„ *Aggai*.
„ *Gular*.	„ *Am*.
„ *Aonla*.	„ *Bhelava*.
„ *Bel*.	„ *Imli*.
„ *Beir*.	„ *Jamun*.
„ *Bahora*.	„ *Khajuri*.

Besides the above, the roots of many forest plants are eaten, the chief of which are called in vernacular "*Bhasir*" (*Lotus*), "*Sirki*," "*Gethi*," "*Teun*," "*Arwa*," "*Khandhmol*" "*Dephera*," etc. Edible roots are procurable in forests at all times of the year.

Arrangements existing for ascertaining the imminence of scarcity.

I do not consider the arrangements existing in the North-Western Provinces for ascertaining and reporting failure of rainfall sufficient.

Take the Gorakhpur district. It has an area of 4,598 square miles, and there are only six raingauges maintained by Government, one at each tahsili. This is wholly inadequate. I know Banda district perhaps as well as Gorakhpur. In that district there are eight tahsils, each having a raingauge, and the total area is 3,066 square miles. In the case of Gorakhpur the average is 766 square miles to one raingauge, and in the case of Banda one to every 580 square miles. We have far more *thanas* than tahsils. In Gorakhpur there are 34 *thanas*. If each had a raingauge, we should have approximately one to every 135 square miles. Banda has 24 *thanas*, and a raingauge at each would give one to every 170 square miles. I believe that it would be proper and advantageous to place a raingauge at each *thana* where that *thana* is not also a tahsili station.

When I found apprehensions of failure of rain in Gorakhpur in 1896, the want of a sufficient number of points of observation struck me, and I then remembered that the European *zamindars* and planters of this district keep raingauges and register rainfall. I therefore addressed all these gentlemen and asked them to supply me with returns of rainfall. I supplied them with service postcards, so that they might send me reports from time to time when rain fell. I opened a register, into which I copied the entries of these registers furnished to me and the further reports received from time to time. I thus obtained returns from 16 additional points of observation, and I feel thankful to the gentlemen who enabled me to supply from private sources information which by means of Government agency I could not supply.

I regret to have to notice that supervisor *kanungos* do not make intelligent observations as to the state of crops, and I think it would be well to require them to send in weekly a statement to the Collector, naming villages which they have visited during the week and to note opposite each such village the condition of each crop therein or on the ground. It is a very easy thing to rule a form, with the first column fixing the names of villages and six or seven columns following, one for each crop of *kharif* or *rabi* as the case may be. It is only a matter of two or three minutes for a *kanungo* to fill it up in the village at the time of his visitation. Something of the kind is necessary.

The crop returns can, as a rule, be relied on for area and kinds of crops actually sown; whatever errors there may be they are chiefly in the total quantities for villages, and this error is due generally to laziness or inaccuracy on the part of a *patwari*.

Information as to the extent to which sowings have failed and as to the condition of crops is often defective, but here the blame must rest as much upon *kanungos* as upon *patwaris*. The rules themselves are adequate if duly followed.

The returns obtained do not reach headquarters at a sufficiently early date after the crops have been sown to be a guide to the extent of apprehended distress. An earlier date for compilation by *patwaris* might be fixed, but lateness of arrival of information is due to some extent to the delay which occurs in tabulation at the tahsil. When the figures for the supervisor *kanungo's* circles reach the tahsil, they have to be checked, re-totalled for each circle, and then combined in a *parganawar* statement to which a tahsili total is added. This is done in the registrar *kanungo's* office. I can say that in every tahsil of the Gorakhpur district the registrar *kanungo* is overworked, and I am of opinion that it would be well to add to each tahsil one hand as a statistical compiler to assist in the preparation of returns relating to land revenue administration which are required periodically from the registrar *kanungo's* office.

General suggestions as to defects existing and preparations for future famines.

I found in practice that, although a large programme of relief works had been maintained and revised from year to year, numberless projects were impracticable and plans and estimates did not exist, at least in the proper sense of the word. Besides this, all areas were not equally protected. From what I have already stated it will be seen that I propose to work off Gorakhpur district into unit areas, ranging from 170 square miles where the population is most sparse to 100 square miles where the population is most dense. Each such unit would, in case of a famine re-appearing of an intensity such as I have found to have prevailed in at least one pargana, probably send up five thousand working units to a large work on the Gorakhpur piecework system. I should provide one or more large works for continuous employment of the able-bodied poor throughout the period of distress. I should also provide small works in the form of village tanks—two or three within each *patwari's* circle—for the employment of the weaker poor and those who cannot leave their villages, but fix the rate so low that it shall not prove attractive to the able-bodied. I have already referred to the opening of these works, within what limits and to what extent I should open them. I should place all works under the management of the Public Works Department. It is obvious that a superior officer of that department might exercise control over a number of unit areas lying close together. The advantage which I claim for what I might call a survey by the Collector on these lines preparatory to or in view of future famine is that all parts of the district will be equally protected, and there would be no wandering of the people and no breaking up of households.

When famine is on, everything that is possible should be done to facilitate the keeping of clear accounts and the preparation of returns. The returns submitted to Govern-

ment should be framed with regard to periods covered, so that comparisons of one period with another may be at sight easy and useful. This is not the case where, as in the last famine, monthly returns included sometimes four and sometimes five weeks' figures. I should recommend that all returns should cover multiples of seven days, and that the maximum period for a so-called monthly return shall be four weeks of seven days each. I should have Sunday observed as a non-working day if possible, but at all events it should be treated as the first day of the week. The accounts for the week should close on Saturday night. There are many instances where officers have other duties besides those connected with famine to perform throughout the working days of the week, and in their interests it is well that they should have a clear day (Sunday) on which to prepare their famine statistics and accounts.

Dr. W. Hoey.

23rd Mar. 1898.

Mortality and pressure of population, extension of cultivation, etc.

I have two tables which will give information upon these subjects and enable me to answer questions which might be put by the members of the Commission.

Dr. W. Hoey.

23rd Mar. 1898.

Comparative Table of Cropped

Crops.	Mohabajganj.			Padrauna.			Gorakhpur.			Hata.		
	1285 F.	Settlement.	1302 F.	1285 F.	Settlement.	1302 F.	1285 F.	Settlement.	1302 F.	1285 F.	Settlement.	1302 F.
Kharif Crops.												
Winter rice	22,825	87,544	...	102,202	46,761	...	37,683	12,090	...	111,012	24,413	...
Spring rice	232,175	215,009	...	54,062	70,393	...	12,509	65,928	...	18,948	82,657	...
Total Rice	255,000	302,552	377,222	166,264	117,151	184,472	50,192	78,018	86,809	129,960	107,070	161,620
Makai	2,865	3,395	3,515	38,561	38,667	46,178	12,717	5,760	10,337	3,980	2,310	7,774
Kodo	...	5,833	11,965	...	48,304	62,407	...	15,728	13,190	...	14,382	26,814
Juar and Bajra	38	1,672	341	608	3,199	1,023	335	4,349	545	143	2,927	984
Arhar	3,714	26,482	6,310	4,982	37,961	787	2,099	29,215	465	5,223	27,724	1,591
Til	...	1,799	3,397	...	202	515	...	1,128	1,613	...	57	857
Urd and Moth	...	285	514	...	778	1,153	...	1,703	2,005	...	782	1,673
Garden food crops	131	319	608	589	1,505	2,027	165	502	773	104	282	312
Sugarcane	1,750	4,415	3,521	26,324	28,480	28,441	2,275	2,766	3,448	15,625	17,263	20,178
Land prepared for sugarcane	...	2,299	...	...	18,346	...	...	1,766	...	...	12,417	...
Other food crops	9,460	2,097	5,867	69,171	14,265	13,455	41,735	5,697	52,471	25,433	5,527	2,653
Cotton	47	16	7	2,160	3,727	1,222	1	99	...	197	116	26
Indigo	11	2,179	2,734	9,410	5,072	7,843	1,055	3,819	2,150	675	304	156
Land prepared for indigo	...	1	...	...	4,098	...	...	37	...	...	70	...
Garden non-food crops	...	1,022	109	...	11,328	834	...	10	89	...	15	...
Other non-food crops	...	539	1,336	...	2,235	11,870	...	996	611	...	1,630	355
Total Kharif	273,011	354,902	417,346	308,069	335,321	362,227	110,574	151,623	174,509	181,340	192,876	224,993
Rabi Crops.												
Wheat	29,487	49,082	28,228	40,799	61,058	31,025	28,551	47,241	34,025	15,021	26,313	18,364
Barley	...	22,154	17,609	...	25,257	41,321	...	31,077	24,759	...	33,545	21,903
Wheat and Barley	10,211	25,535	26,870	29,635	42,952	33,347	16,353	34,517	31,376	12,852	29,300	26,247
Total	39,698	96,771	72,707	70,434	129,267	105,696	44,904	112,865	90,160	27,873	89,188	66,514
Gram mixed	75	36,311	2	108	3,011	6	1	51,011	8	2	14,108	4
Peas	10,493	15,188	24,773	25,872	35,616	34,554	14,370	32,434	32,558	30,358	40,710	52,370
Potatoes	98	350	606	131	622	514	49	201	438	72	121	200
Masur	...	8,643	11,890	...	13,223	16,057	...	3,249	4,197	...	2,046	2,868
Garden food crops	318	520	102	417	564	491	260	861	217	58	315	171
Other food crops	60,100	1,472	67,330	79,199	326	11,189	93,688	2,875	58,540	86,450	695	26,691
Opium	153	85	86	6,535	6,334	4,745	1,583	933	1,266	1,285	1,719	1,368
Tobacco	16	40	13	37	89	34	25	51	22	31	90	38
Oil seeds	...	81,713	65,208	...	33,623	24,593	...	23,204	20,630	...	24,252	25,581
Garden non-food crops	...	385	53	...	1,462	290	...	89	24	...	44	1
Other non-food crops	...	61	1,690	...	956	11,828	...	161	3	...	43	22
Total Rabi	110 954	241,539	244,460	182,783	235,093	209,997	154,880	227,934	208,063	146,129	173,361	175,828
	383,965	596,441	661,806	490,802	570,414	572,224	265,454	379,557	382,572	327,469	366,237	400,821
Population.	319,555	354,688	511,450	417,641	558,725	605,551	330,875	414,610	477,588	287,230	365,606	430,069
Increase in 1302 as compared with 1285 F. { Cropped area	...	...	72·6	...	...	16·5	...	...	44·1	...	...	22·3
Increase in 1302 as compared with 1285 F. { Population	...	...	59 7	...	...	44·9	...	...	42·08	...	...	49 7

PUR.

Areas and Population.

Dr. W. Hoey.

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Bansgaon.			Deoria.			Grand Total.			Note.
1285 F.	Settlement.	1302 F.	1285 F.	Settlement.	1302 F.	1285 F.	Settlement.	1302 F.	
54,186	9,334	...	39,522	29,120	...	368,430	209,262	...	The figures given for 1302 F. as to arhar cultivation are undoubtedly incorrect. This pulse is grown chiefly on doubled cropped area with juar, bajra, kodon, etc., and it depends upon the whim of Patwaris and Kanungos as to whether they shall show this land as bearing this pulse or bearing the millets or kodon, etc. In this district arhar, in the form of dal, forms together with rice, the staple food of the people, and there can be no very great fluctuation in the total amount sown in the district as a whole. It must bear a certain relative proportion to the rice sown, and as the cultivation of rice extends so the cultivation of arhar extends. In this way I believe that the area under arhar in 1302 as compared with Settlement had risen to 273,000 acres. Its distribution by tahsils I calculate as follows ;—
8,126	38,877	...	20,029	22,698	...	315,849	495,562	...	
62,312	48,211	71,689	59,551	51,818	76,990	714,279	704,824	958,802	
4,313	2,351	8,131	13,932	9,862	18,985	76,363	62,345	91,920	
...	15,198	30,992	...	50,762	21,134	...	150,208	166,402	
145	5,400	1,012	242	1,642	781	1,511	19,189	4,689	
10,178	50,677	1,441	1,741	28,443	827	26,937	200,532	11,421	
...	...	8	...	...	50	...	3,185	6,440	
...	3,763	1,699	...	3,058	1,644	...	10,368	8,688	
99	169	481	150	1,115	728	1,238	3,892	4,929	
3,456	2,483	5,286	11,082	12,835	15,349	60,512	68,303	76,223	
...	815	...	...	877	...	...	36,516	...	
38,727	3,216	19,759	64,665	3,611	44,597	219,191	31,411	138,802	
7	737	17	87	4,817	159	2,499	9,512	1,431	
303	448	364	3,022	2,569	3,523	14,476	14,391	16,770	
...	138	...	...	172	...	...	4,516	...	
...	37	...	...	543	155	...	12,954	1,187	
...	477	1,589	...	1,037	1,482	...	6,914	17,246	
119,546	134,120	142,468	154,472	173,221	186,407	1,147,006	1,342,063	1,507,950	
17,746	23,753	24,805	3,970	8,398	5,007	135,574	215,875	141,454	
...	54 219	24,348	...	70,544	24,156	...	246,796	154,099	
35,580	45,880	48,128	18,391	33,659	59,232	123,022	211,873	225,200	
53,326	123,852	97,281	22,361	112,601	88,395	258,596	674,544	520,753	
58	22,273	775	174	3,420	260	418	130,134	1,055	
21,719	21,577	34,912	31,189	27,347	50,589	134,004	173,472	229,756	
104	238	241	144	373	366	598	1,903	2,365	
...	1,183	4,899	...	842	2,446	...	29,186	42,357	
195	620	196	67	731	399	1,315	3,612	1,576	
102,570	1,163	51,944	83,883	1,252	17,989	505,890	7,783	233,683	
4,701	2,731	3,399	13,124	6,650	5,765	27,381	19,481	16,629	
74	132	99	55	107	95	238	510	301	
...	14,817	15,090	...	4,635	17,059	...	182,245	168,161	
...	77	7	...	127	...	...	2,184	375	
..	99	222	...	466	668	...	1,786	14,433	
182,747	189,762	209,065	150,997	159,151	184,031	928,440	1,226,840	1,231,444	
302,287	323,882	351,533	305,469	332,372	370,438	2,075,446	2,568,903	2,739,394	
345,401	420,616	451,606	318,648	480,855	517,793	2,019,350	2,605,100	2,994,057	
...	...	16 3	...	...	21·2	...	...	31·9	
...	...	30·7	...	...	62·4	...	...	48·2	

Maharajganj	32,000 acres.
Padrauna	42,000 ,,
Gorakhpur	46,597 ,,
Hata	30,000 ,,
Bansgaon	85,000 ,,
Deoria	37,360 ,,
Total	272,957

Here the Gorakhpur and Deoria areas have been accurately ascertained. The increase in Bansgaon, which is a tahsil very similar to them in general conditions, has been calculated on the proportion ascertained in their case. The figure resulting is probably correct because 79,000 acres were sown with arhar in famine year. The Maharajganj figure is based on the proportion in the increase on rice cultivation. Padrauna is correct in terms of general double cropped area at settlement and at the present time. So also is Hata.

Table of deaths from all causes in Gorakhpur District.

The figures in antique are deaths from cholera (included in the totals).

Month.	1872.	1873.	1874.	1875.	1876.	1877.	1878.	1879.	1892.	1893.	1894.	1895.	1896.	1897.	1898.
January	2,805 ...	3,694 ...	4,599 1	2,572 ...	3,288 ...	2,541 ...	6,873 11	5,379 ...	7,995 11	4,534 ...	6,457 ...	8,797 14	8,022 14	9,767 ...	5,573 5
February	1,510 ...	4,307 ...	4,268 1	2,159 ...	2,933 ...	2,304 ...	5,057 ...	4,075 ...	6,641 ...	3,679 1	4,714 114	5,333 8	6,472 1	3,518 14	4,092 21
March	1,877 60	6,119 2	5,279 ...	2,392 37	3,481 1	3,461 190	5,208 ...	4,765 6	7,972 8	3,675 ...	5,372 442	4,855 2	6,003 81	3,053 4	... ...
April	2,908 528	6,518 3	6,289 1	3,627 633	3,543 1	4,458 356	5,278 43	5,648 5	8,494 1,066	4,476 100	8,054 1,751	5,019 225	6,157 573	7,691 29	... ...
May	3,648 1,297	6,098 2	5,545 ...	3,574 729	3,750 88	5,062 753	4,311 11	5 75 22	10,493 3,349	4,868 134	12,852 5,281	5,214 340	6,987 1,347	6,310 128	... ...
June	2,830 696	4,674 5	4,303 ...	3,445 657	3,876 374	4,690 896	4,930 72	5,569 108	9,437 3,795	3,802 42	12,408 5,878	4,106 271	5,888 1,227	6,282 576	... ...
July	1,764 47	4,407 10	4,425 12	3,217 313	3,308 205	5,203 1,203	5,463 130	5,965 105	7,700 1,871	3,761 8	8,710 2,452	4,263 70	5,588 703	9,572 1,148	... ...
August	2,221 39	4,618 81	4,843 125	3,160 151	3,610 139	4,550 287	10,587 450	6,796 177	6,321 516	5,155 28	10,414 2,159	5,481 24	7,165 1,058	12,262 1,298	... ...
September	2,814 66	5,070 165	5,722 1,196	3,517 102	4,199 83	4,364 255	10,155 420	6,235 175	6,901 212	5,284 46	10,981 1,344	6,191 ...	8,085 1,548	10,668 514	... ...
October	4,711 119	4,782 106	7,186 2,296	3,307 21	3,779 2	4,467 243	9,077 364	8,807 456	7,264 174	6,394 280	18,289 3,628	8,264 38	7,558 671	11,481 202	... ...
November	5,127 94	5,000 49	4,027 352	4,527 1	3,080 ...	4,923 219	9,648 91	7,327 101	7,563 162	6,993 57	18,319 2,461	8,723 184	7,125 103	9,397 50	... ...
December	4,592 56	4,723 6	3,019 4	4,095 18	3,810 ...	5,947 46	7,806 9	5,714 3	6,665 14	7,076 2	14,500 571	8,941 58	8,459 2	7,534 14	... ...
TOTAL	36,807	59,965	59,505	40,092	42,157	52,090	84,393	71,873	93,446	59,697	131,070	77,689	83,409	117,540	...
	3,004	429	3,988	2,662	893	4,448	1,601	1,160	11,178	696	26,081	1,234	7,328	3,977	...
Census Population	(1872) 2,019,350								(1891) 2,994,057						

(*President.*)—You were Collector of Gorakhpur?—I was during the famine.

Throughout?—Yes. I was absent for about 6 or 7 weeks in July and August on privilege leave, when my health broke down.

What was the cause of the scarcity. Was it the failure of the autumn crops of 1896-97?—Yes. There was a partial failure of the winter rice in 1895, and an almost complete failure of the winter rice in 1896.

What was the *rabi* like in 1897?—Fairly good. I saw the barley and wheat. The grain was firm, round and full.

Can you compare your district in respect of the extent of winter rice with the adjacent district?—No. I have not got any statistics on the subject. As regards Gorakhpur district, the expansion of cultivation has been almost wholly in the direction of rice; to that extent we were more likely to be affected generally in the district by the failure of the rains than perhaps we were before. The expansion of cultivation has grown to over 600,000 acres in 17 years, and the expansion of rice has been greater than that of any other crops. As Gorakhpur is more liable to famine or scarcity because of the failure of the rain favourable to rice cultivation, the danger of scarcity grows.

The percentage of increase in crop area is not so great as the increase in population?—No. The increase in crop area is 31·9 and the percentage of increase of population is 48·2. (Witness handed in a statement.*)

In Maharajganj the increase of crop area is greater?—Yes, there is a large amount of forest which has been cleared. The population is most dense in Bansgaon, and there we have an increase in cultivation of 16·2 while the population has risen 30·7.

Apart from the increase in area of cultivation, do you think there has been any increase in intensity of cultivation?—No, that is people have not risen in their standard of cultivation. I don't think they have protected themselves by the construction of wells as they might have done, as is for instance the case in Deoria where it was not necessary to declare famine.

Is there anything to prevent wells being dug in other tahsils?—I think not. People have a tendency to depend on the rain.

(*Mr. Holderness.*)—In this statement do you distinguish late from early rice?—Yes.

Not for 1302?—These later forms do not distinguish it. The Land Record Department does not require it in the forms prescribed. This is a defect which should be remedied.

(*President.*)—What is the settlement year?—1295 Fasli.

I suppose your export goes everywhere?—The tendency is to export mostly towards Bengal. The export seems to me largest from Barhaj on the Gogra river.

I suppose the increase in population is mainly among the lowest classes?—It may be mainly the lowest classes, but it is essentially an agricultural district throughout, and therefore the increase is in the agricultural population.

Have wages risen in recent years?—I cannot speak of Gorakhpur. There may have been a slight increase. I looked into the question of the rise in wages generally in India a few years ago, and made some calculations on the subject. I found that the tendency is for wages not to rise in proportion to the increase in the cost of grain. I made out that the wages of an agricultural labourer rose 13·8 per cent. from 1876 to 1891, and that the wages of an artizan rose 15·3 per cent.

Are not an agricultural labourer's wages fixed by custom?—An able-bodied digger in Gorakhpur generally gets 10 Gorakhpur pice per day, *i.e.*, 1¼ annas in British Indian coin, a woman gets 6 Gorakhpur pice, and an able-bodied child about 4.

At about what age do children begin to work?—About 9 or 10.

Then with the population increasing faster than the production of food grains, and wages rising very slowly, the outlook is very serious, is it not?—Yes, it is serious, but in normal years Gorakhpur itself affords a large field of employment for agricultural labourers. The population is most dense at Bansgaon, and a large portion of the population moves out to the north and finds employment in the harvests. It is these people who suffer most when the rice crop fails. I find again that there is some tendency for workers to move a considerable distance from Gorakhpur in order to take up employment.

In Gorakhpur the *kharif* is larger than the *rabi*?—Yes, slightly larger, about 10 per cent. in the district as a whole.

In some tahsils it is very much larger?—Yes. In Maharajganj it is 50 per cent. larger. The people of Gorakhpur use rice and arhar as their staple diet, and as rice cultivation has extended so the cultivation of arhar has extended.

Did Gorakhpur feed itself during the famine?—I believe Gorakhpur fed itself: Gorakhpur being always an exporting district, people held large stocks of grain. I think at the beginning we under-estimated the reserves of the district. People brought out their stocks under temptation of high prices. I believe these high prices are being continued by people who have hoarded money holding back, and that when prices get easier they will restore the stocks sensibly. I think that is an explanation of the tightness of money.

Were these people mostly zemindars?—There are large numbers of zamindars in Gorakhpur who deal in grain and store grain. The zemindar in villages has generally grain pits or *bakhars*, and often takes rent from his tenant in grain. The river export of Gorakhpur was not given in the returns sent to Government.

(*Mr. Stoker.*)—There was an export by river?—Yes, from Barhaj and Gola. A great quantity of grain from Gola and Basti goes to Barhaj, notwithstanding the railway, by the river Rapti. Even in the famine the exports were far in excess of the imports from Gorakhpur.

(*President.*)—Was the scarcity confined to certain tahsils and tracts in Gorakhpur, or was it general?—It was confined to the south, a part of Maharajganj, Gorakhpur, Hatta, and Bansgaon. Shahjahanpur did not suffer much because it is largely protected by wells. In Padrauna after the heavy rainfall, I was told that there were no apprehensions, but later on we had to open works. The indigo planters were not able to give employment to the same extent as in ordinary years to numbers of the people who hang about their factories. Large relief works were opened in Champaran as distress was serious there, and a number of the poorer people in Padrauna grew discontented on that account. Perhaps the zamindars held their hands thinking we might open works as was done in Bengal.

Is Padrauna adjacent to Champaran?—Yes, it adjoins.

A certain number of people did go to the relief works, did they not?—I could not find anything to justify the belief that they did.

Did not the railway open works in adjacent parts of Behar?—Yes.

Did many people go from Azamgarh to Gorakhpur?—When work was in progress some people came from Azamgarh, but otherwise a very small number.

Do you know the Azamgarh district?—Yes, I have been through the Azamgarh district.

Azamgarh is densely populated?—Yes, slightly more than Bansgaon.

Cultivation is very high there?—Yes, but I don't think cultivation is higher than in Gorakhpur. At present the people in Azamgarh have not recovered as they have in Gorakhpur.

(*Mr. Holderness.*)—Is that due to a difference in harvests?—I don't know if that is the cause.

(*President.*)—We have heard a good deal of Azamgarh. Do you think, from what you have seen, that there was any very great distress in Azamgarh?—It was considered worse than Gorakhpur at one time.

(*Mr. Stoker.*)—Is it not a fact that Azamgarh sends out emigrants every year?—Yes. The Azamgarh District is not one in which there is a surplus produce as in Gorakhpur, and secondly, if hard hit, it has not the same power of recuperation.

Do you attribute that to anything in the character of the people?—I think the people in Azamgarh are what may be termed feckless. I think in Azamgarh there is a larger Mahomedan population, and a great many of the proprietors are decayed, poverty-stricken people who have not got the same resources for the helping of tenants as landlords have in Gorakhpur. There is a large portion of the people that pursues an industry in connection with silk-weaving.

* Pages 62—63.

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Were they hard hit?—I believe not. They have a large connection with Bombay. Numbers of the Azamgarh weavers go there and earn high wages in mills which they remit home. Besides the silk industry appeals to more wealthy people, and so these people do not suffer like those who supply mere necessities.

(*President.*)—Are there many weavers in Gorakhpur?—There is a settlement of weavers. They are cotton weavers. At one time it was thought necessary to have special measures to help them. There were two conferences with their guild representatives held by me, and it was found that they wanted no help at all. There are about 15,000 of them.

Do they weave a superior kind of cotton cloth?—Common cloth.

The demand did not seem to fall off?—No, it did not.

(*Mr. Higham.*)—When did you begin relief works in your district?—In Gorakhpur on the 28th December 1896.

Did you introduce the Code system everywhere from the commencement?—We began with the Code system. There were some intermediate works tried.

By intermediate work you mean petty contract?—Yes, on which zemindars were supposed to bring people and take a block of work.

In a part of the district where distress was not very acute?—In Bansgaon and Padrauna. It was not successful.

When did you introduce the modified system?—On the first work on the 25th March and generally about 5th of April.

The numbers on relief works at the end of February were 39,000?—On the 27th February in Gorakhpur there were 33,666 and 5,606 dependents.

This went down in March considerably?—Yes, and rose again after the *rabi* harvest had been gathered in.

The reduction in March was due to the *rabi* harvest?—Yes.

When were harvest operations completed?—At the end of April.

Was that reduction in March and April due to harvest operations?—Yes.

In the month of April you had gone up to 11,000?—Yes.

The new system having been introduced at the beginning of the month?—Yes.

You attribute the falling off to the harvest operations?—Yes, I do.

You never worked up to 30,000 again?—No. The number reached 17,346 on 8th May.

The system in Gorakhpur differed from the modified intermediate system?—Yes.

I mean the system you followed was to pay so much to a digger and allow him to pay his carriers?—Yes. The people came up in blocks. It might be a family of 5 or 6 or perhaps 10 or 12 people resident in the village, who had a common interest. They came and asked for work and their names were accordingly written down in the roll. They elected one of their number as the headman. He took the ticket from the Public Works Department. On that ticket was entered the rate of wages at which he was to be paid for the work. The people worked in combination. Whatever work they performed was measured up and paid for at the rate specified; the money being handed over to the headman. The people went off together and spent the money among themselves. There was no trouble involved in calculating separate rates for individuals.

Did you never have any women come up without a digger?—There have been cases of that kind, but these women from villages are able to dig and are paid by results.

Do you consider that the results were as satisfactory as when working under the Code system?—Yes, quite. The work in fact is better done I think. The origin of the Gorakhpur system seems to me to be this. When first it was proposed to introduce famine relief work the Commissioner observed there was considerable distress in Sanjanwan. There was no Engineer there before the time fixed for starting, and the Commissioner sent me word to start work on big tanks. I took an overseer and we marked out blocks of work on a tank. When the people came I ordered those of one village to stand by themselves. I formed them into gangs according to their villages. I allowed them to elect their mates themselves. After two or three days Mr. Holme came and introduced the system on the Public Works lines. There was such a rush that he had to lump the people together indiscriminately. He admitted my principle was better and adopted my idea later on for the piece-work.

Did you limit the amount that could be earned by a party?—I believe there was really no limit. I don't see any necessity for any limit.

(*Mr. Stoker.*)—Was there not a rule prescribing a limit?—There was no rule that I know of. Mr. Holme was opposed to a maximum, and I agreed with him, because on the Gorakhpur system people came from the village, some of whom were weak and some strong. They worked in combination and were paid in a lump; they then used to go away and live together. We didn't need a maximum, because the real maximum is the physical capability of a body of workers who happen to be working in common.

(*Mr. Higham.*)—In practice you think no maximum was imposed?—No.

What were the earnings of families or parties?—I did not test that. The earnings work out higher under piece-work than under the full famine relief.

On the piece-work system you paid nothing whatever to dependents?—No.

You have to take that into account?—Yes, certainly.

Did dependents come to works?—They came to works under the piece-work system, but they simply stayed at the points where people on piece-work located their own little camps.

It did not make much difference in numbers?—No. There was no temptation under the piece-work system for a mother to bring a weak child and try to push that child into the gang for the wage.

Did you have complaints from any people that they could not get employment or earn a sufficient wage?—None. The defect in the intermediate system is that men, such as petty contractors, thought that was an opportunity to make money. I have been told so by zamindars.

Do you think piece-work was more popular than task-work?—Yes. More popular with the people.

They were under fewer restrictions as to the matter of attendance?—Yes. Men could absent themselves for a day, but practically they didn't.

Did they have to appear morning and evening for the muster?—There was a nominal muster roll, but I was not so frequently on works as to be be able to guarantee that it was called daily.

How often did you make payments?—Daily.

Was each digger separately accounted for?—The ticket-holder was paid. One ticket might cover three diggers or six carriers, or any number. They grouped themselves as they pleased. They were people of one family or people who had a common interest. That held them together.

If one man claimed one ticket for himself, would he get it?—Yes.

Did the children's condition remain good throughout?—Very good.

Do you think piece-workers were able to feed their children with their earnings?—I believe so.

Had you any village relief near works?—Some, at homes by Civil agency. Looking to Gorakhpur, the maximum number that came to relief was 7 per cent. of the population in one pargana, where distress was probably in this famine most acute. Taking 5,000 persons as coming up to one large work, this would at 7 per cent. require 71,428 population. The density of population was there 750 per square mile. In all the similarly populated areas of Gorakhpur I should therefore take 100 square miles as a unit area for purposes of relief, open one large work on Gorakhpur piece-work system, and supplement it for the weaker and those tied to their homes by providing one village tank work in each patwari's circle. In the latter case I should pay a mere subsistence wage. Thus all who are able-bodied and wanted hard work for a fair wage would go up to the large work. The amount of village relief at homes would also be less. The unit area would be larger where the population is less dense, but this system could be adopted. If a district be split up into unit areas on the experience of the late famine and each unit provided with schemes, it could be regarded as fully insured.

(*President.*)—Do you think it is possible to have the small works confined to certain classes to whom tickets would be issued by officers?—I think it is possible.

(*Mr. Higham.*)—Generally, should small works be carried out by Civil agency?—No. I think all works should be carried out under Public Works agency, because no Civil agency is technically efficient. I believe that the unit area must differ in different districts. The officer who has been in charge of the district would probably know where distress was most severe, and that would probably afford a sufficient guide to determine to what extent relief should be provided.

Have you considered the possibility of working the piece-work system? Does it not depend upon the proportion of able-bodied to those who work? In a district very much run down, would you still work on piece-work?—Yes, if you allow people to group themselves and pay by results. You must remember that if they are not very able-bodied they may not earn as much as they would otherwise, but enough at all events.

When people came to works reduced, if they suddenly are able to get their full meals, that may be very detrimental to them?—When you have a great number of people working together, messing together, and living together, that works out satisfactorily. The wage earned by the block of workers taken in a lump adjusts itself to the capacity of each individual.

(*Mr. Holderness.*)—I understand that this piece-work system was a pure piece-work system *minus* a contractor?—There was no contractor.

Otherwise it was pure piece-work?—Yes.

Is it not a fact that an able-bodied man and woman doing a full task at their full strength would earn four annas three pies and could not earn more?—I don't believe they could.

Is that the ordinary wage for a man and woman in ordinary times in Gorakhpur?—No.

Is it less or more?—A man and woman could not earn four annas three pies.

Four annas three pies is something more than they would earn in ordinary times?—Yes.

You say the system is popular apparently with able-bodied men and women who are accustomed to the work?—Yes, but not with them only.

Not with persons who could not do a heavy task?—That is precisely the point where the Gorakhpur system makes a difference. You don't pay the people individually. The people are not all in the same physical condition. Therefore there is room for the weak under this system.

You have had no experience of acute famine which reduces the great mass to weakness?—No: not such as prevailed in Banda.

You have had no experience of how it would work in a famine?—No, not in a wide famine such as in Bundelkhand.

A system of small village works *plus* large works has not been applied in your district?—On village tanks. I only proposed village tanks in order that we might be able to get some return for the assistance given.

Had you a large number of charges open?—Yes.

It is said people were very persistent in refusing to leave their homes. What is the reason of that?—Works were given to people within their reach and works were opened at convenient places throughout the distressed area. The distress was not equal in all parts. When we closed the Gola-Gopalpur road people came 20 miles.

The reason that the people did not care to live on works apparently was that there were generally works within a walking distance?—Where there was want of work people would go a considerable distance. Mr. Holme says, the persistency with which people often refused to leave their homes to follow a work was specially noticeable. It is taken to indicate that the distress is not acute, but in many cases the distress was apparently severe and yet they were averse to sleep away from their homes. This would be intelligible in January and February but not in May and June. A certain number did camp on the works throughout the whole period, but they were comparatively few. I have been along the road from Gorakhpur to Nickloo and found that people did go 12 or 14 miles. At that time the *rabi* harvest was coming in, and there was no cause why people should leave the south and travel to the north.

Clinging to their homes is not characteristic of the Gorakhpur population?—No: not more than others.

Do you think this intermediate system gave relief to as many persons as required it?—Yes.

I think your numbers were reduced from 30,000 to 10,000?—The numbers would have fallen without a change of system.

Are you quite satisfied as to the amount of relief given by it?—I am.

Your poor-house population was considerable. Were they residents of your district?—Yes. In December there were 2,500, and in January 3,800; after that the numbers began to fall.

Was there any special reason for the increase?—Yes. The figures you hold do not show the true history of the Gorakhpur poor-houses. Two poor-houses were opened early from private funds; the numbers in these houses were quite as high as afterwards under Government management. Poor-houses were opened in Gorakhpur and Barhaj. In August 1896 there was a big poor-house in Gorakhpur and the numbers ran up to over 1,000, and in the same way in the poor-house at Barhaj. It is always true that the poor in the villages have a tendency to run to large towns. The numbers that came were chiefly people who might have been relieved in their villages under section 54. The explanation of the decrease of population in poor-houses is that village relief was started after January.

And then people were drafted to their villages?—Yes.

In village relief you had up to 14,000?—On the 3rd July there were 14,549.

Did you, on the whole, get as many as required relief in that way?—Yes.

Was it as extensive as you would have wished?—I was inclined to pitch it higher on the whole.

In a Conference held you were given 1½ per cent. of the population as a working limit. Did you keep that in mind?—Yes, we did.

Do you think a rough working guide is useful or not?—It is very hard to say. I have no reason to think that the number of people was unduly low or high on account of that.

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How did your mortality compare with the normal?—The whole of the mortality in 1896 was 27·7 per mille; in 1897 it was 39·2; the average for the district for 4 years before was 30. In the famine of 1877-78 the rise was 73 per cent. In the late famine it was only 12 per cent.

In the autumn months of 1897 was there any exceptional fever, or anything like that?—I am not aware.

You didn't notice anything exceptional in 1897?—I did not observe it.

You had no starvation deaths?—Well, I don't know what you ought to call a starvation death. People died I believe because they hadn't any food.

You returned no verified starvation deaths?—No. The Civil Surgeon sent in notes to his mortality returns showing cases of death as due to starvation or scarcity, but these were not verified. Government pointed out that starvation is not a disease, and so, if any people died of starvation, they were lost among "Other causes." It is not possible when famine prevails to verify every reported death from starvation, and I recommend that the returns of deaths be amended so as to show a major head "starvation" with sub-heads "(1) reported," "(2) verified." There could then be no imputation of a desire to conceal deaths by starvation.

(*President.*)—Have you any opinion on the question whether 10 is the proper age under which children should be classed as non-working dependents?—No. I found children of even 8 in Gorakhpur well able to carry earth and practically employed as carriers on works, and if you work on the piece-work system you have no necessity to draw any limit of age or create any arbitrary limit as to the age when a child should be allowed to work or not.

Do you think the line of age between a child and an adult for ration or wage purposes should be drawn at 16 or lower?—I think myself a girl of 14 or 15 certainly is as good for carrying purposes as a full grown woman.

Would a boy of 15 or 16 eat as much as a man?—Not so much I think.

I see in the new Famine Code the age is put between 10 and 16 for working children. Well, at that rate a boy of 15 would get only 12 chattacks. Does that strike you as rather low? Do you think it would do for a boy of 14 or 15?—I am doubtful. One thing to be considered in dealing with the question about the amount of food required by the population is the number of meals they are accustomed to take. The poor agricultural population generally take only one regular

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meal a day. In the morning they take a little parched gram as a *nashta*, and then they have one full meal, sometimes in the middle of the day, and sometimes towards the end of their work. People who are accustomed to eat only once a day probably eat less than the other portion of the population who have two full meals a day.

SUPPLEMENTARY MEMORANDUM.

Extent and severity of distress.

In my note of evidence I did not refer, as I wished to do, to those points which I have found to be, in my opinion, an index to what may be expected in any future year where there is a similar premature cessation of the rains accompanied by distress in other districts and a general rise in prices. Padrauna and Deoria sub-divisions will probably fare as they have fared in the late famine, save that density of population in Deoria, and its rate of increase, tend to render its condition more precarious The parganas of Silhet and Shahjehanpore in the Hata sub-division are protected by wells to an extent which led me to include them as somewhat doubtful when placed within the area declared distressed, and the fact that rice cultivation is not so large a part of the general kharif cultivation in their case as in other parganas renders them less dependent upon rainfall than they otherwise would be. They are, on the whole, safer than the Haveli (Hata) pargana, which has a small proportion of well-irrigation and where rice is to a larger extent cultivated.

In Maharajganj sub-division $\frac{1}{4}\frac{1}{5}$th of the kharif area is under rice and in the case of Gorakhpur and Bansgaon half is under rice. In the two last named sub-divisions the population is about 750 to a square mile or about double of Maharajganj, and there is a large body of agricultural labourers in these two over-populated areas which finds employment every year from September to the end of December in rice harvest operations. The failure of the rice harvest (particularly of the winter rice, which is to the spring rice in proportion of 5 to 2) means to this large class destitution. The large rice tracts of Nepal between the Maharajganj sub-division and the lower range of hills also afford similar employment to these people. It is, therefore, obvious that in any year when the rain ceases so early as to prevent the planting out and the raising of a full crop of winter rice we must be prepared to offer employment to this class of labourers. Their number I am inclined, in view of my experience in the past year, to place at not less than 7 per cent. of the population of Gorakhpur and Bansgaon sub-divisions. This would be, as nearly as may be, 65,000, and we might expect at least half of these to come up on large relief works, not to mention all others who in other parts are similarly placed but whose numbers would bear a much lower incidence to the general population. To sum up: (1) while within the past 18 years cultivation has extended by nearly 32 per cent. against an increase of 48 per cent. in population as my comparative table shows, the cultivation of rice alone has extended by over 34 per cent.; (2) the failure or early cessation of rains not only diminishes seriously the outturn of this staple food crop of the people of this district, but (3) cuts off the field of labour which provides subsistence for a large section of the population and, therefore, (4) it is during the period when this section of the population fails to find employment, and not merely after that period when their sufferings have reached a stage of deeper intensity, that we need to provide assistance for them. My reference to poor-houses later on will illustrate my meaning.

I have stated in my note of evidence that the extent in area of the late distress did not equal that of 1874, but it was possibly as great as that of 1877-78, and that in respect of severity I do not think it equalled either of those periods. One ground upon which I based my opinion as to the severity is a comparison of the death-rate. It is not enough to compare the death-rate of one famine period with another. In fact, it is fallacious, because we have to go back over a long series of years, during which there has been a gradual improvement in the reporting of births and deaths. Comparing each famine year with that preceding it and seeing what the rise in mortality was, and then comparing the percentages of increase at one time with another, we have a better index as to both the severity of the distress and the efficiency of the measures taken to relieve it. It is also necessary to exclude cholera, which is not necessarily a concomitant of famine and is sometimes significantly absent during famine. Distress was prevalent in 1873 and 1874. If we take the incidence of mortality during those years and compare it with that of 1872, a normal year, we find that the rise was 70 per cent. In the same way we find the incidence of mortality during the famine of 1877-1878 rose by about 73 per cent. If we compare the mortality of 1896-97 with the average of four preceding years, we find that the increase has been only 12 per cent., but this may not be considered fair for two reasons: one is that 1896 was a light year in respect of mortality except for the last four months of the year, and because the year 1894 was remarkable for a most appalling death-rate in the last four months of the year, while 1893 was the healthiest year with the lowest mortality for a considerable period. I, therefore, take 1892 and 1895, which seem to be free from remarkable fluctuations. This gives 85,567 as a fair average number of deaths within the past six years, cholera being, as before said, excluded. Calculating on this and the figure for 1897 the increase in mortality in 1897 is 37 per cent. This is about half of the increase in the two last preceding famines, and I therefore say that the severity has probably not been so intense during this as during the previous famine, and the measures taken to relieve that distress have been, in my opinion, more effective both in reaching those actually in need of relief and excluding those who were not in need of State aid.

Looking back to the records of the famine of 1874, I expected, when I first attempted a forecast of this famine, a larger number to come on works for relief than subsequently appeared. In the light of experience since gained I can see that, although the late famine did correspond more nearly in its features to that of 1874 than any other, the distribution of relief and the lines on which relief was planned prevented abuses to an extent which accounts for the decrease in numbers receiving relief, and I believe that the resources of the people are greater and the mutual assistance which they render is more extended than was the case twenty-five years ago. It has also to be remembered that railway extensions have added considerably to the general wealth of the people, and as the standard of comfort has risen the power of endurance has also grown. It has been said that I over-estimated the probable distress before famine was declared, but I had nothing to guide me save the record left by Mr. Lumsden and Mr. Spedding, and I made what use I could of them. I have only to say that the former was held not to have commenced relief sufficiently soon, and I placed the anticipated pressure a month earlier when I was summoned to the first conference. Experience and the *à priori* considerations detailed above lead me to think that in a similar year at any future time measures of relief should be undertaken not later than in October.

Relief works on Gorakhpur piece-work system.

The maximum number which appeared on any one day under the piece-work system was said, when I appeared before the Famine Commission, to be 11,000. I have new gone through the tables in the Gorakhpur Office, and I find that on the 8th May the number was 17,346.

Poor-houses.

The population of poor-houses was continuously high in the Gorakhpur district throughout the famine period. Before any area was officially recognised as distressed, the leading gentlemen of Gorakhpur City observing an influx of villagers falling under the descriptions covered by section 54 of the Famine Code, called a meeting at which I presided, and funds were subscribed with which a poor-house was opened and maintained from 25th August until 16th November 1896, when the institution passed under Government control. At Barhaj, which is a large town and a centre of trade, the leading merchants came together in the same way and established a poor-house which was opened in September 1896, and maintained by them until it passed under Government control. The population of these institutions was uniformly and continuously high, both while under private management and Government control. Poor-houses were opened in December 1896 at Maharajganj, Gola and Kassia, and later on at Bridgmanganj and Kuriram; these were from the outset Government institutions.

The first decline in numbers occurs when inmates were drafted out to works or sent back to their villages on the introduction of gratuitous relief at the homes of the people. A decrease in numbers was observable when the rabi harvest began to come in.

People of high caste or of respectable position did not resort to poor-houses. On the part of others there was no decreased reluctance to accept poor-house relief observable.

The mortality in poor-houses was high, but this was not due to want of attention or care for the inmates. Diet was

adapted to the necessities of each case, and the Civil Surgeon, Dr. Moran, visited poor-houses at frequent intervals and assisted by advising in matters of sanitation and diet. The mortality observed was due to the great emaciation of people who entered the institutions. In the case of many want of due nourishment had brought on low fever and dysentery in a form always prevalent among the ill-fed people of these parts.

Remembering, as I do, a large number of people who flocked to the Gorakhpur poor-house when it was first opened in August 1896, the continuance of that large number and the character of the inmates as fair subjects of relief within the meaning of section 54 of the Famine Code, I am inclined to think that it would have been better if gratuitous relief had been administered to such persons at their homes in villages from an earlier date. This is one point which leads me to say that I think that in future years of distress we should introduce forms of State relief in October at the very latest.

I should not omit to mention here that in the early stages of the history of the Gorakhpur poor-house, as a private institution, there were many rural labourers who came in for a day or two in order to be fed up and they then moved off in search of work. This shows how soon the effect of the failure of rains on the section of the population which subsists on harvest operations in the rice tracts began to be appreciated.

The poor-house ration prescribed by the Famine Code is sufficient, but in the case of Gorakhpur the people are in the habit of eating only one substantial meal in the day, their other refection being a handful of parched grain eaten in the morning. In view of this a modification of the Famine Code diet was necessary in the case of ordinary inmates of the poor-house.

The scale of diet for relief workers laid down in the old Famine Code was, I believe, adequate, but it seems to have been calculated on the supposition that the labourer would take two set meals in the day. As Gorakhpur custom differs in this respect from what seems to be believed to be the general custom, some modification of the scale to suit the diet and habits of the people in Gorakhpur might be necessary. It may be the same in other districts. Latitude in calculation of diet is needed in the Code with reference to variations in local customs as to meals and times of eating and also as to the variation in diet staples.

As to the suspensions and remissions of Land Revenue.

The extent to which land revenue has been suspended or remitted is as follows:—

Demand of the year.	Remitted.	Suspended.
R 25,04,521	R 1,29,985	R 2,85,156

There has also been a suspension but not remission of cesses and rates:—

	Demand.			Suspension.		
	Current 1304.	Outstanding arrears of 1303 suspended.	Total.	Current.	Arrears.	Total.
	R	R	R	R	R	R
Provincial 12 per cent. cess.	3,04,127	28	3,04,155	16,167	28	16,195
Patwari rate . .	1,01,363	4	1,01,367	6,431	4	6,435

Measures have been taken to ensure that the relief thus given to the land-holding class shall in a commensurate degree reach the cultivator, and the instalments for the recovery of the suspended revenue, rates and cesses have been so fixed that no hardship can ensue in the course of recovery if seasons are moderately good.

I observe that the Commission has framed a question (No. 214) as to circumstances under which immediate remission and not suspension should be made a rule of practice for purposes of relief. As regards the general principle which seems to be indicated in terms of this question, I may say that in the case of estates held by self-cultivating, as distinct from rent-receiving, owners, I concur in the opinion that, when the crop is found to be only sufficient to feed and clothe the owners and their dependents and cattle, immediate remission amd not suspension is the treatment required. This opinion I must qualify by saying that I understand it to cover those cases in which it is certain that the mahal (estate) is cultivated practically *in toto* by the proprietors themselves and the distress is as full as stated: but I should desire to add that, as a general rule, suspension should first be announced and afterwards an enquiry made to determine if the crop outturn has really been so low as to necessitate remission. In a year of abnormal conditions, when distress begins to appear, there is usually something approaching a panic, and the tendency is naturally to represent matters in the worst light. The first step necessary is to provide temporary relief which will allay panic, and when the crisis of distress has past then to make inquiries as to the extent of remission necessary. This brings me to a point where I must beg to be permitted to state my opinion as to principles adopted in determining the suspension and remission of land revenue.

When I was satisfied of conditions indicating distress in Gorakhpur I made up my mind to suspend the first kharif kist which fell due on 1st December. This was a power which I possessed under the circular orders of the Board of Revenue. I mentioned this to the Commissioner, who agreed with me, but advised me not to extend the concession to proprietors of very large estates or to proprietors who are known to be money lenders. I acted on his advice as to the exception, and, exempting from the scope of my order certain proprietors by name, I suspended the kist. When I attended at the first conference in November 1896 which His Honour the Lieutenant-Governor held at Lucknow, he seemed somewhat surprised at my order and the extent of power with which a Collector was invested under the Board of Revenue rules. He was, however, satisfied that suspension of the revenue demand was a judicious step, and said he had contemplated action of this kind, but he did not know that I had taken it. He was good enough to approve of suspensions up to R3,50,000. When orders in terms of the deliberations of the November conference reached the Commissioner and were passed on to me, I issued instructions which enabled Sub-Divisional officers to frame proposals so that the first kharif instalment was suspended in fair proportion in the different sub-divisions, the total relief being within the limit prescribed by the Lieutenant-Governor early in November. The Commissioner sent elaborate forms in which he ordered the preparation of mahalwar statements as to crop outturn of the year as compared with the latest previous normal year, and he intended that these statements should be used as a basis for determining subsequently the extent to which remission of revenue should be allowed. These tabular statements were prepared in due course and undoubtedly involved considerable labour. At the end of April orders were received that the whole of the kharif demand remaining uncollected on the 30th of April should be suspended. After the rabi crops had been gathered in the question of remissions came to be considered, and mahalwar statements were prepared in July showing the uncollected already suspended kharif instalments and the uncollected rabi instalments. These were submitted to the Commissioner, who then called for proposals for remission. I had, in the meantime, been compelled to go on leave for medical reasons, and my *locum tenens* sent up proposals for remission which the Commissioner has characterized as extravagant. The fact is that the Commissioner himself finally undertook to determine the amounts mahalwar which should be remitted, and in doing so he merely looked at the balance due from each mahal which was in arrears and framed an arbitrary rule. He considered the amount of the kharif kists suspended as the result of the order of the Board in kharif together with the amount of rabi demand proposed for suspension by Collectors. Where he found the total thus suspended or recommended for suspension to be one-half or more of the total demand for the year, he allowed half to stand as remission. In any case where he found the whole of either kharif or rabi demand of a mahal suspended or recommended for suspension, he allowed (apart from the preceding condition) half of the kharif or rabi suspension, as the case might be, to stand remitted. Where, taking the suspensions of kharif and rabi together, he found the total to be less than half, but more than one-fourth of the total demand for the year, he allowed one-fourth of the suspensions to count as remitted.

There is no doubt that the Commissioner cut the Gordian knot, but there are some objections to take to the procedure adopted. In the first place, this method of procedure rests on the assumption that no *malguzar* had held back revenue in the hope of suspension or remission, but presumes that all *malguzars* were equally animated by a desire to pay in every possible rupee of the demand. In the next place, it was a

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solution on a basis entirely different from that which he contemplated when he furnished the elaborate forms for preparation of comparative statements of outturn of crops. In the third place, if the outturn of crops is to be the measure of the ability of the *malguzar* to pay the land revenue demand, that ability should not be ascertained in terms of the latest year of normal outturn. The standard of cultivation on which the Settlement Officer framed his assessment is that with which the outturn of a given year should be measured in order to ascertain the *malguzar's* ability to pay the revenue demand assessed by the Settlement Officer. A Settlement Officer frames elaborate statistics showing the cultivated area at time of settlement distributed under there heads, (1) kharif area, (2) rabi area and (3) *zaid crops*. I may say here *en passant*, that it would be well if all Settlement Officers noted with precision the overlapping area (*do-fasli*) or that which having borne a kharif crop is subsequently recropped in the rabi. Taking a normal outturn at 16 annas and a bumper crop at 20 annas, the Settlement Officer assumes all crops to be normal and, therefore, the ability of the mahal under assessment to pay land revenue may be taken as the cropped area multiplied by 16. This is the standard of the mahal to which I refer. After settlement various changes may take place. The kharif area may decrease and the rabi area increase or *vice versâ*. They may have been widely divergent at settlement, and they may become subsequently equal in extent. The *do-fasli* area may increase. In a year of scanty rainfall there may be a temporary decrease of kharif area and a corresponding decrease of *do-fasli* area. At the same time, an increase in the rabi area is possible, and this was a feature of the last famine. All these factors need to be considered. Then we have the varying outturn of each individual crop. Early kharif crops, such as maize and millets, may be excellent, early rice may be good and the early cessation of rain may cause a great loss in winter rice; on the other hand, there may be a splendid rabi owing to well irrigation or to rain, timely as concerns the rabi though too late to benefit the later kharif crops. Arhar, though sown as a kharif crop, does not come in until the rabi harvest, and therefore its outturn cannot be determined until late in the year. Now, in the case of any given village in any given year, the proper course is to tabulate the area under each crop and multiply it by the estimated outturn in annas, 3, 7, 10, 16, or 19, as the case may be, and add the resulting figures. The total thus brought out, compared with the cropped area of settlement multiplied by 16, is the measure of the ability of the mahal to pay the land revenue demand. The year, as a whole, must be compared with the Settlement year standard as a whole. One harvest taken alone may compare badly with the most recent normal year, or the whole year with the most recent normal year, as a whole, but, if the year, as a whole, when compared with the Settlement Officer's standard year, admits of payment without hardship of the land revenue which he assessed, no remission should be allowed, even though the outturn is below some recent so-called normal year. If the year, as a whole, is so far below the standard on which the Settlement Officer assessed as to render the payment of the land revenue within the year a hardship, the question of degree enters into consideration with a view to determine whether remission or suspension should be allowed. If the village has expanded since settlement so that recent so-called normal years make the assessment light, suspension is an adequate form of relief; on the other hand, if there has been no expansion, remission seems to be the necessarily indicated remedy.

I was unfortunately absent on leave when the time came for me to express these views. I regret that I could not, owing to illness and press of work prior to going on leave, prepare a written memorandum with illustrations, but I think that there is something worth consideration in the views which I expound, and I therefore desire to place them on record.

To sum up: I should have preferred in the late distress to have seen, as I originally wished, the whole of the first kharif instalment suspended for all *malguzars* irrespective of any distinction as to individual wealth or extent of property, and to have waited until the close of the revenue year when panic had subsided and the real condition of each mahal was ascertainable from the village papers, and then to have considered each mahal on its merits, adopting the system of standards explained above.

As to food stocks, prices and wages.

The late high level of prices was, to some extent, in my opinion, due to local panic or to speculation and hoarding up for high profits. There was grain enough in Gorakhpur district, at any rate, for probable contingencies, but the drain by export became so sudden and intense as to cause alarm, advantage of which was taken by hoarders of grain.

The depreciation of the rupee in relation to gold has not, in my opinion, had any effect in the direction of making prices of food-grains rise more quickly or highly than formerly. No purchases are made save in terms of gold, although prices in terms of silver may be quoted. Until mints were closed rupees were merely bullion silver cut up into pieces of uniform size and weight. They exchanged as a commodity in terms of gold, and their exchange for produce in India was a transaction or barter. This means that sales and purchases were made, *i.e.*, prices ruled really in terms of gold under the cloak of silver. Since the mints were closed the condition has changed, and as silver no longer exists in an unlimited supply for purposes of barter in the form of rupees, coined silver, of which the stock is limited, acquires a fictitious value because it serves the purpose of currency only. Its value above bullion is regulated by its relative scarcity as compared with the demand for it to serve as the medium of exchange for commodities. Suppose that a point be attained where the rupee serves because of this fictitious power to purchase commodities equally with gold, people would realise that they are purchasing in terms of gold and would bring their gold into the market. The problem would then be, how to maintain the equilibrium, if desirable.

The monetary crisis through which we have been passing since the mints were closed may have had some effect in the direction of disturbing the movements of grain, but I do not believe that the depreciation of the rupee prior to the closing of the mints has had anything to do with what the Commission call the jump of prices; for silver prices mean nothing. The jump of prices in terms of gold has been observed in all countries, and so long as other commodities maintain their mutual adjustment relatively in terms of gold, the world generally does not suffer.

There cannot be two precious metals operating simultaneously as a common standard of value in terms of which all other commodities exchange. There is but one precious metal, gold, which is at all times and in all places in demand for uses in the arts, in industries, for money and for hoard as treasure. It alone is automatic though not constant in quantity. It is pantometric. International exchanges of produce of stocks and investments, however expressed, are made in terms of gold, and its purchasing power in terms of which any two given commodities at any moment exchange determines their relative value to each other.

When on furlough in 1892, I took some trouble to discover whether gold really ruled prices in India, and I prepared some statistics from which I draw certain conclusions which covered the period from 1870 to 1891. There was then no prospect of the closing of the mints, a step which has not yet been observed in its full effect because conditions of trade have not been normal during the past two years. I have not now all the statistics on which I worked, but I may state the conclusions at which I arrived:—

(1) The period of 1871—75 was that before the fall of silver had produced a pronounced effect.

(2) The number of rupees required to purchase a hundredweight of the specified grains in India has risen prodigiously since 1871.

(3) As the price of silver has fallen in England the price of food-grains in terms of the rupee has risen in India.

(4) As the rate of exchange of the rupee dropped prior to the closing of the mints, so the purchasing power of that rupee over food-grains in India fell.

(5) The table which I prepared sufficiently established a general correspondence between the fall of silver as bullion in terms of gold (in other words the fall of the value of rupee at free coinage in terms of gold) and a rise of prices in India expressed in terms of the said bullion silver or barter rupee. This correspondence is nothing more than the practical expression in actual commerce of the undoubted fact that gold is the one standard of value in terms of which all commodities are exchanged.

(6) Looking at the food-grains, which I then tabulated, I saw that they fell into two classes —

(*a*) rice and wheat which are largely exported, as well as articles of general consumption in India;

(*b*) barley, jowar, bajra and gram which are not ordinarily exported from India and are therefore less obviously or immediately ruled by international demand.

Taking rice and wheat, which are undoubtedly in demand for export and the prices of which are determined more obviously by the laws of international demand and supply, the correspondence in the fluctuation of their prices in terms of gold with the fluctuations in the price of silver in terms of gold, illustrated clearly the truth of the dictum that, however transactions of commerce may be cloaked, sales and purchases are made at prices in terms of gold and gold only.

I am not prepared to say that the rise in price has been greater in respect of some kinds of grain than of others. The general proposition that average prices of food-grains expressed, as they should be, in terms of gold have fallen is true, and on this follows the truth that all persons in India drawing salaries fixed in rupees or receiving wages expressed in terms of the rupee, and ruled by custom or kept down by competition, are poorer in the extent to which they can command both necessities and luxuries than they were twenty-five years ago.

It is interesting in this connection to note that the wages of the able-bodied agricultural labourer or earth-worker and the wages of the artizan labourer have not risen in proportion to the rise in prices. Taking 100 to represent the earnings of each in 1876, the rise up to 1891 was as follows :—

	1876.	1891.
Agricultural labourer	100	113·8
Artizan labourer	100	115·3

It is always possible for averages of silver prices taken over a number of markets and for series of years to conceal fluctuations of silver bullion prices concomitant with fluctuations of prices of commodities expressed in gold. If a number of fixed places were taken and the fluctuations in all for a long term of years were observed and shown in separate tables for each market and commodity, a much safer index would be obtained, but the result would, I believe, be a stronger illustration of my position.

In the case of Gorakhpur we have a field of observation which is very useful for illustration of the effect of free coinage. Government copper coin is not current among the people. Instead of it they have adopted copper dumps cut and coined at Tansen in Nepal. These and British rupees are the current money in Gorakhpur and Basti districts and in the Nepal territory north of them up to the first range of hills. Here we have a copper coinage exactly parallel to what the rupee was before the mints were closed, and a study of it in connection with silver is instructive. I have prepared a table, which I annex, showing the fluctuations of Gorakhpuri *paisa* in terms of the rupee from 1867 to 1897. The figures denoting the numbers are *gundas*, and a *gunda* consists of four. At the end of 1867 the rupee was equal to 18 *gundas* or 72 Gorakhpuri *paisas*. The average up to 1871 was 18·3. In the year 1891 the average was 26·5. The rupee fell in the same time from about 1*s*. 11*d*. or 2*s*. to 1*s*. 4*d*. or 1*s*. 4½*d*. This is a close parallel showing what free coinage of silver means.

It would not be proper to attempt to frame any conclusion yet as to the effect which the closing of the mints has had on prices. The step was taken in 1893. Its full effect could not be seen before abnormal agricultural conditions began to operate in 1895, and these conditions became intensified in 1896, and still more so in 1897. The people who opened their hoards of grain are holding the money they then received and intend to replace the stocks which they gave forth. They will hold until grain becomes cheaper, and thus there is a tightness of money from causes other than closure of the mints. Free play under normal agricultural conditions of the new system of a contracted volume of rupees, producing a factitious purchasing power, has not yet been possible.

Fluctuations of Gorakhpuri Paisa in terms of rupee.

(The figures are of *gundas*.)

Date in Fasli year.	1275 1867-68	1276 1868-69	1277 1869-70	1278 1870-71	1279 1871-72	1280 1872-73	1281 1873-74	1282 1874-75	1283 1875-76	1284 1876-77	1285 1877-78	1286 1878-79	1287 1879-80	1288 1880-81	1289 1881-82
1st day of Katik .	18	18½	16½	18½	18½	18½	19½	19	19	19	19	18½	19	19½	19½
,, ,, Magh .	18½	18½	18½	18½	19	19½	20	19½	19	19½	19½	19½	19½	19½	19½
,, ,, Baisakh .	17	19½	17½	18	18½	19½	18½	18½	18½	18½	18½	18½	19	19½	...
,, ,, Sawan .	17	...	18½	18½	19½	19½	19½	19½	19½	19½	19½	19½	19½	19½	...

Date in Fasli year.	1290 1882-83	1291 1883-84	1292 1884-85	1293 1885-86	1294 1886-87	1295 1887-88	1296 1888-89	1297 1889-90	1299 1890-91	1299 1891-92	1300 1892-93	1301 1893-94	1302 1894-95	1303 1895-96	1304 1896-97
1st day of Katik .	19½	...	20	20½	20½	22	21½	21½	27½	27½	26½	27½	27½	28½	28
,, ,, Magh .	19½	...	20	20½	20½	22½	22	23	26½	26½	26½	27	27½	28½	28
,, ,, Baisakh .	...	...	20	20	20	20	20½	22½	24	24	25	25½	27	27½	28
,, ,, Sawan .	...	...	...	20	20½	22	22½	25	28½	27	28	28	28½	29	28

The Revd. Mr. E. A. Hensley, Church Missionary Society, Lucknow, called in and examined.

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I put in a written statement of evidence.

Famine relief was undertaken by us, the Missionaries of the Church Missionary Society in Lucknow, because, as men whose work it is to labour amongst the people, we felt that in their time of great need we could not stand by and see them suffer without stretching out a hand to help them. We never for a moment undervalued the splendid work that Government was doing, but we knew that in our small way we, too, could be useful at that time, and might be able also to do what the Government from its position could not do, *viz.*, reach the hearts of the people.

Work in the villages.

Work was begun on a small scale in February, but it was not really till May that we began to organize more systematic relief for those whom the late distress drove to us. At that time we had opened gratuitous relief at five villages in the Lucknow and Rae Bareli districts, *viz.*, Gosainganj, Fatehganj, Mau, Nigohan, and Bachraon. At all these places we had catechists stationed, and from time to time we went ourselves to superintend the work. We always gave our gratuitous relief in the form of grain doles, which we considered in every way preferable to the Government method of giving weekly or monthly allowances. The natural result of giving money we found was that the people spent it at once or used it for paying debts, and so were left in bad circumstances before their next dole was due. Our practice was to give food sufficient for two good meals, and this was provided every day except Sunday, on Saturday a double allowance being given. Our resident catechist was in responsible charge, and usually one or two villagers would come and give their service to help him distribute the grain. Careful enquiry was first made by him as to the persons to be relieved, and, as far as I can tell, those who were relieved were not also helped by Government, nor had they relatives bound and able to support them, nor had they any resources of any kind. The majority relieved were women and children. Of the men, most were blind or maimed. Those who were capable of working on relief works were always ordered off, but we were not always successful in getting them taken on the Government works. Our invariable custom was to give a Christian address every day to all the people relieved, this being done previous to the distribution of grain. We never found any one objecting to this, either from among those helped or from the villagers at large. On the contrary, occasionally the more well-to-do villagers would come and join us and listen to the preaching. We frequently helped the people by distributing clothes made of common *markin*, some of which we had made by way of famine relief work in Nigohan. Children and babies were given special food when so requiring it, the very youngest being supplied also with milk every day.

Altogether ₹8,331-7-10 were spent by us on gratuitous relief. Where possible we always required some work to be done, but with one exception we could not get any work for the people to do. In Nigohan we have a house and some ground, and we were able to employ them in levelling the ground, and weaving and spinning cotton.

Work in the city.

For some time starving wanderers were supplied with grain at our door, but in September we found that so many were coming that we sent them all off to the Lál School, Rája-ka-bazar, where a carefully prepared list of the most needy cases was kept, and they were provided with corn every day. In connection with this I should state that we offered to Government to undertake the levelling of the Lál Bágh ground by digging out the bricks, a work precisely similar to that carried on by Government at Neill's Gate. We undertook to put a responsible man, who understood the work, at the head, and to supply all funds for the same. On being refused our request, on the ground that certain *gwalas* had a right to graze their cattle in the Lál Bagh, we offered to compensate all whose grazing rights were injured. This application was also refused, and we consequently felt it our duty to undertake gratuitous relief instead of as we hoped, being able at the same time to exact some labour from those relieved.

For about six months relief works were carried on at the High School. *Rora* for concrete was required for new foundations, and in this way work was found for many blind and lame people and others. From May to August the highest number thus employed was 191. After that time a great many more were allowed to come to this work, so that the highest daily numbers reached 596. These people were paid at first daily in money, but later a present of corn from America led to their being given for each man 1½ lbs. corn and three pice, for each woman 1 lb. and two pice, for each child 1 lb., and each baby one pice. At the close of each day's work a few moments were always spent in preaching to the people. It may be interesting to state that amongst those relieved there were many bricklayers, 12 potters, 8 thatch makers, 2 tailors, 1 broker, 8 banias, one of whom used to keep a large shop in Lucknow with five or six assistants, three Brahman cultivators, and three Brahman *parda nashin* women. The sum of ₹2,936-12-0 was spent in this particular way. We, Missionaries of the Church Missionary Society, received in all only ₹408 through the Deputy Commissioner. This is hard to understand, seeing that in the original regulations for the dispensing of the Mansion House Funds, Missionaries were specially named as fit dispensers.

If I may venture a suggestion, it would be that in the event of another famine and another Mansion House Fund, the fund should be kept entirely separate from Government funds, and that the people helped from this fund should be made acquainted with the source from which it comes. It would seem that a magnificent opportunity of awakening the people to a sense of the union and sympathy of Christian people in the home land, and of arousing the people of India to increased loyalty, has been lost. Had an unofficial agency been responsible in distributing the money from this fund, there would have been a deeper sense of gratitude aroused amongst people of all classes. This remark is made owing to our finding (as far as we have been able to enquire) that none of the poor people helped have any idea that any of the money with which they were relieved was voluntarily subscribed in England. They look upon it all as "*Sarkari madad*," paid out of their own taxes.

(*President.*)—Your head-quarters are in Lucknow?—Yes.

Your represent the Church Missionary Society?—Yes.

(*Mr. Holderness.*)—You didn't start work on any scale till May 1897?—No.

And then it was in five villages only?—Yes.

These villages were villages where you had Catechists stationed?—Yes.

What caused you to open work in May?—Because we found distress very great.

Had it been increasing?—Yes, from February. There was a poor-house in Mau which was closed. Work was started in order to help them on account of the closing of the poor-house.

How many people did you relieve?—I think 1,500.

You prefer grain doles?—Yes.

Had you any experience of the money dole?—We had not. We heard a good deal about it.

What did you hear?—Catechists found that the people spent their money very quickly and that before the end of the time they were in great need.

In consequence of that you adopted the grain dole?—Yes.

How much did you give?—About a seer a day.

Is that for each individual?—For each man and woman; less was given for a child.

Was that more than the Government dole would purchase, do you think. Did you compare it at all?—No.

In these villages were there persons on the Government gratuitous list?—Very few.

I suppose you took some precautions to prevent its overlapping?—Yes.

Was there any difference between the class of persons you relieved and those on the Government list?—No.

How came it that certain people were on Government lists and that certain were not?—We tried to get the people on the Government lists but did not succeed.

What was the objection?—I don't know. I know we tried in Nigohan. We applied to the Deputy Commissioner and in response we got a little money relief from him.

He didn't increase the numbers?—No.

You had no reason assigned to you?—No.

These were not Christians, were they?—No.

You distributed clothes also?—Yes.

From your own mission funds?—Yes, from our own funds. We made clothes ourselves.

Was there any special need of clothes?—Yes. They had not been able to buy any.

In these five villages to which you confined your operations did you relieve everybody whom you considered in need?—We took only the worst cases.

Were your funds sufficient to relieve everybody in need?—Yes.

Were people in these villages in an exceptionally bad condition or were they a type of people in other villages?—They were a type of people in other villages.

Then you relieved people in five villages?—Yes, and people came from other villages to us in order to be relieved. They came from some distance.

These were really centres?—Yes.

In the case of people who came from a distance, how did you make enquiries into their circumstances?—Catechists kept lists and were always supposed to make careful enquiries before they put people on to those lists.

I understand that was done as regards the near villages, but how could he do that in the case of villages at a distance?—I think he could because he knows the villages, round about, within a radius of four miles.

Could not women and children have gone to relief works?—We tried to get them on, but did not succeed.

Did you come across any special mortality in the villages where your men worked?—No, I don't think so. We did lose some. Fatehgunge was the worst village; distress was very bad and there was cholera there.

Did you see any deaths from privation or starvation?—No. I did not actually see them, but I heard of three or four cases amongst the people who came to us for relief.

Do you mean that they died while in receipt of relief from you?—Yes.

That could hardly be a privation death then?—Well, no, it seems not, but still they were in a very emaciated condition when they came.

Relief works were carried out at the High School at Lucknow?—Yes.

Did relief for these persons come from the Charitable Relief Fund?—No. It came from America direct to us.

You gave each woman 1lb. and 2 pice. How did you work out the rations?—Mr. Birkett was at first paying them in pice, and afterwards when the corn came he worked out this scale.

I suppose the pice was to buy extras?—I suppose so.

Was that popular?—A great number of people came to it.

You suggest that in the event of another famine and another Mansion House fund, the Fund should be kept entirely separate from Government funds. Was that not the case?—It was not known.

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Because it was administered by the District Officer?—Perhaps that was the case. In our district it was known as the "*Sar ari madad*". It was not kept separate in the people's minds. They didn't know it was a free gift. They thought it had come from the taxes that they paid.

Have you any criticism to make on the way in which it was expended?—The only thing was that generally we missionaries might have been able to help more. When the fund was first commenced it was put down that missionaries should be considered as agents, but we were not considered as agents at all. We were rather surprised at that.

Were you on the Committee?—No.

You don't think that if missionaries were largely used that that would be misapprehended that it was charity given simply to convert the people?—Yes, but missionaries might be able to discover where distress existed. We thought we might be able to help the Government by being intermediaries, and because we heard so much of the native mates and so on cheating the people on works.

(*Mr. Bose*).—You referred just now to some instructions having been issued to utilize missionary bodies. Do you refer to Colonel Ottley's circular on the subject. (It was explained that Colonel Ottley was Secretary of the Indian Famine Charitable Relief Fund at the commencement)?—I don't know who the person was who issued the instructions.

(Mr. Bose remarked that it was left to the discretion of officers to utilize missionary bodies, but that this should be done was never laid down as a rule.)

When you said there was a good deal of corruption among those who distributed relief, did you mean the Charitable Relief Fund?—I don't know, because I don't see how one was to distinguish the Charitable Relief Fund from the other.

Was not unofficial agency employed in distributing Charitable Relief Funds?—It may have been employed in the case of distribution amongst *parda nashins*. I was simply talking about relief works.

(*Mr. Stoker*).—What agency were you able to employ as to enquiries about the circumstances of the people?—The Catechists who live among the people.

Did they act on their personal knowledge or make enquiries?—They made enquiries at thanas and tahsils as to who were in receipt of Government relief, and in other cases acted from personal knowledge or enquiry in the villages.

From Government officials?—Yes.

They were not in a better position than Government officials themselves?—No, I don't suppose so, except where personally acquainted with the sufferers.

What sort of unofficial agency could be employed if you wished to keep in the minds of the people the fact that this was private charity?—I suppose it would have to be done by respectable citizens.

Do you happen to know that this was largely the case?—I didn't know that distribution was made by non-official agency. I am talking about the district, not the city.

MR. A. W. CRUICKSHANK, C.S.I., Commissioner, Rohilkhand Division, called in and examined.

I put in a written statement of evidence.

Mr. A. W. Cruickshank.

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Note on evidence which can be usefully given with regard to the matters detailed in paragraph 4 of letter No. 66, dated 17th January 1898, from H. J. MCINTOSH, ESQ., *Secretary to the Indian Famine Commission, to Chief Secretary to Government, North-Western Provinces and Oudh, dated 6th March 1898.*

I received only yesterday the proofs of my letter to the Chief Secretary to Government, North-Western Provinces and Oudh, forwarding the draft Famine Code (printed as the Revised Famine Code, North-Western Provinces and Oudh), which was the outcome of the deliberations of the Committee which sat at Naini Tal from 15th to 21st October, as well as, the proof of my letter dated 26th November 1897 on the subject of the recommendations in Mr. Higham, C.I.E.'s report on the Famine of 1896-97.

Since I returned from leave on 25th February 1898, I have had an opportunity of reading the Appendices D-I to DXX, which were under compilation when I proceeded on leave.

The Revised Famine Code as it now stands (and its appendices) contain all the points on which I could, I think, answer usefully questions, and disposes, as far as I know, of all the departures necessarily made under the circumstances from some of the prescriptions of the then existing Code for Famine Relief in 1896-97 in a form prescriptive or permissive as the case may be.

With regard to the degree of success which has attended the measures adopted, writing only in respect of the figures of the Allahabad Division, I would only say that the tabulation of persons relieved by operations under the Public Works Department or by all the various forms of civil relief (especially in the Bundelkhand districts and the part of Allahabad south of the Jumna where the distress was greatest), when compared with the population, is sufficient testimony of the extent to which avoidable deaths from famine were averted.

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As regards economy, it is not becoming for a layman to question the opinion of the Sanitary Commissioner as to the scale of rations. Personally I have always considered that in the colder months a larger ration is necessary to keep warmth in the body and support life than in the hot season. If this be so, it might follow that a smaller ration might be prescribed for the months of April to September than for the cooler months. Though I have found a regimen of diet based on this theory not only beneficial, but necessary, in my own case, I do not press this point, as I leave experts to decide matters beyond my province. The rates at which the wages were calculated certainly did not err on the side of allowing a prevailing market rate higher than that at which articles of diet could be procured. Indeed, the rates on which wages were calculated were strictly economical.

As regards (*c*) and (*d*), I have nothing special to add to the recommendations that were adopted and formulated in the draft Revised Code for the North-Western Provinces. I may add, however, that I consider the large number of additional superior officers drafted to the famine districts, especially Commissioned Military Officers, to have been a most essential element in the success of the Famine Administration both in the Public Works Department and the Civil Agencies. This excellent supervision tended to cheapen the first cost of relief at the same time that it rendered omission of relief in deserving cases practically impossible.

I agree with the opinion of Mr. Palmer, C.I.E., Superintending Engineer, expressed in paragraph 67, page 282, Volume III of Appendices to Resolution No. 2465, dated 23rd November 1897, on the Administration of Famine Relief in the North-Western Provinces and Oudh in 1896-97, *viz.*, "The generality of the Work Agents were, as a whole, the least satisfactory feature in the organization." Any scheme which would supply a potential reserve of persons fit for immediate and effectual employment as Work Agents on the occurrence of any widespread famine would add permanently to the preventive power of Government in the matter of famine relief. Mr. Palmer's suggestion seems deserving of earnest consideration. Probably a sufficient number of the class required could be obtained from the Native Army Reserves.

(*President*).—You were Commissioner of Allahabad?—Yes, I went there about the end of January 1897 and stayed till the 26th November 1897.

(*Mr. Holderness*).—You revised the Famine Code of the North-Western Provinces?—There was a Committee which did it.

Do you on the whole agree with the various points and in the changes made?—Yes. I think so. I think they were based on what actually took place.

You say, with reference to the rations, that you don't question the opinion of the Sanitary Commissioner. What opinion do you refer to?—His opinion that there should be no change in the ration; the general opinion was that it was rather a liberal ration on account of the allowance for salt, pepper, etc.

The Sanitary Commissioner said it should not be reduced?—Yes.

And that opinion was accepted in the Revised Code?—Yes.

Your opinion is that the ration might he reduced during certain months?—It seemed to me that you cannot have the same ration in the winter and summer months.

(*President*).—Do you think it was too much?—I don't think it was too liberal.

(*Mr. Holderness*).—For the winter months do you think it is sufficient?—I don't think it is sufficient to keep them warm; it does not leave a margin for clothing. Clothing was supplied to a small extent by charity.

Then for the winter months would you increase it on that ground?—I don't think so. If you increase it you would have the whole population on the works at once. You don't want to make the works more attractive—rather the reverse.

For mere food purposes it is sufficient?—I think so.

Then in the summer months it leaves a margin?—I think they might do with a little less.

I suppose that could be easily attained by altering the scale?—Quite so. That is really the basis of my opinion. Wages were prescribed on a scale that was rather different from what prevailed on works. You could not get grain so cheap on works as in central markets.

Was that the case generally in famine districts, that the grain scale was rather lower than the prices of grain?—I don't know if it was generally the case. I was referring to districts south of the Jumna where imports were made.

Was the 10-seer scale in force?—I think the 8-seer scale was in force in Banda. The 10-seer scale was in force in Jhansi.

Generally speaking, did the scale on which the rations were fixed correspond closely with prices of grain on works?—I don't think any change was made if there was a difference of less than two seers.

Was the scale generally against the worker, or in his favour?—I think in his favour.

On the whole, did the workers keep their condition or improve?—They improved very much, I think.

Was that the case in all districts?—Yes.

(*President*).—You say they improved very much. Does that mean that they came in in an ordinary condition, or something approaching to it?—Something approaching to it. They were in a poor condition in the cold weather.

(*Mr. Holderness*).—I suppose the bulk were on the D wage, were they not?—Yes.

In the hot weather I suppose they supplemented their grain ration by mowha?—In March and April they did to some extent.

Was it sold generally on works?—Yes, of course many went away and lived exclusively on it in March and April.

You were not in the Division when relief works were started?—No.

Do you remember when they were started? Were works started by December 1896?—I think they were started at the end of December. Fatehpore and Cawnpore were the last ones begun.

In January 1897 you had large numbers on relief in the district?—Yes. There were comparatively few in Cawnpore and Fatehpore.

They continued to rise, didn't they?—Yes, till the *rabi* was ripe for cutting.

That was till the middle of March?—Yes; in Banda they never went down.

At Allahabad apparently they didn't go down much then?—They did, but not to the same extent as in the Ganges-Jumna Doab.

In Cawnpore they dwindled away almost entirely?—Yes, because the modified intermediate system was introduced about the beginning of April.

In what districts was the system introduced?—Fatehpore and Allahabad.

What was the result; was there any decrease in the numbers of people?—I think it checked the numbers.

Numbers never went up to that extent again?—No.

Do you think the modified intermediate system afforded all the relief necessary?—I think it was quite sufficient. In Fatehpore there was an enormous extent of canal works which could have employed 10,000 people.

Could they get labour?—It was reported not.

Was it one of the reasons why the intermediate system was started there?—It was started chiefly in the part not served by this canal.

You didn't introduce the intermediate system in other districts south?—Not till the rains.

Not in Jalaun, Banda, and Jhansi?—Not till late.

In Allahabad did you change from large works to small works on the circle system?—Yes, on account of the outbreak of cholera.

How did that system work; did it result in a large increase of people?—Yes, in the vicinity of villages.

Do you think more people got relief than required it?—I think they all required it. Of course it is impossible to say that a good many did not come who might not have died of starvation.

If you hadn't had small works, and if you had stuck to large works, would you have had fewer people?—I think so. There was a large increase of about 12,000 from Rewa.

You went up in Allahabad to large numbers, about 260,000?—Yes.

Was this system of small works necessitated by the prevalence of cholera?—Yes, it was a compromise between the

opinion of the Sanitary Commissioner and the Superintending Engineers.

To what extent did people reside on works?—It is impossible to say, because people with the village near by would go from the village to the work and reside there so long as it did not interfere with their work.

Was there any reluctance on the part of the people to go to works and reside on them?—The Kols, south of Banda, would not go to the works. Of course they were some distance from their villages, and special works had to be undertaken for them.

Elsewhere did people show any particular reluctance to reside on works?—The only instance was in the north of Banda. It was said that the people were getting into bad condition and some works were started there.

It has been suggested to us elsewhere that small works in the neighbourhood of villages are required for cultivators, because they cannot leave their homes. What is your experience? Is that necessary for cultivators?—I don't think that has been proved to be so. It is a good way of getting them back to their homes at the time of the rains.

At the beginning of the famine is it necessary to provide specially for cultivators, do you think?—No, I don't think so. Everybody was of opinion that large works were the proper test.

Did small works require much supervision?—I don't think very much.

Why do you prefer large works to small ones, if the supervision is not difficult?—The supervision of large works costs relatively less than that of small ones; the organisation of workers, provision for hospitals and sanitation is relatively more perfect. The distance test operates more effectually in the case of large works.

When did you start the system of feeding children on works, do you remember?—I think about April. It began in Fatehpur and Allahabad.

Then it was first started in Fatehpur?—Yes.

That was a district where the modified intermediate system was in force?—Yes.

Was it started on account of the special characteristic of the modified intermediate system?—It didn't provide for dependents.

Was it general?—I think the feature was general.

At that time it had been observed generally that children were emaciated?—Yes.

Is it the case that the cost of feeding children was in excess of the money dole?—Yes.

Mr. Palmer puts it at six pies per unit?—Yes, that's right.

That is nearly double the dole allowed by the Code for children under 7?—Yes.

Do you think that an allowance of one pice for a child is sufficient to feed a child?—The united wages of the father, mother, and child would have been sufficient, I think.

That is one pice would have to be supplemented?—All the food would have to be cooked together, and so it would have answered.

What was the result of starting kitchens?—The result was to improve the children.

Would you in a future famine have kitchens at an earlier stage? When do you think kitchens should be started, from the first or when experience has shown that children are running down?—It depends upon the intensity of the famine. If you started works earlier in the distress it is possible that would not occur.

But works were started in time for this district?—Yes, certainly, but I don't think it is possible to get people to come to works at the first moment that they should come. They prefer to stay at home and sell their clothing, then they come to works in an emaciated condition.

When famine is not intense, would you trust to money payments?—Yes, if you can get people to come to works before they get emaciated.

When the rains broke, did you use any pressure to get people to leave the works in the distressed districts?—The intermediate system was introduced when the rains were established.

In all the districts?—Yes, except in Banda, because although with the help of the Charitable Relief Fund they cultivated their fields a good deal, there was no produce for them to live on till the crop ripened.

You reduced the number of works open?—Yes, and changed the nature of them. *Mr. A. W. Cruickshank.*

In Banda there were 147,000 at the end of June and 39,000 at Allahabad. Is that the effect of the closure of works or the introduction of the modified intermediate system in Allahabad?—Works were shut up early. Banda was the most distressed, and people hung on there owing to the greater distress. *23rd Mar. 1898.*

In what district did gratuitous relief rise to the greatest height?—Banda.

Do you remember what the percentage of the population on gratuitous relief was in Banda?—Ten per cent.

When it reached these limits, did you consider it was excessive or reasonable?—Enquiries made on the spot did not tend to show that it was excessive. In fact, I went to enquire into the abnormal rise of numbers and examined 30 or 40 villages. Instead of being able to strike off any people I had to put several on.

Then, on the whole, you are satisfied that it was not excessive?—Yes, I was satisfied.

Could it have been increased with advantage?—I don't think there was any reason to increase it. It was checked very thoroughly by the Deputy Collector, by the Staff Corps officers and myself.

On the whole, do you consider the system of gratuitous relief a good one as subsidiary to works?—I think it is a system that saves a great loss of life.

Does it prevent wandering and over-crowing of poor-houses?—Certainly.

As to mortality, I think the mortality was greatest at Hamirpur?—Yes.

The figures were 8 for October, 6·13 in November, 5·35 in December, and continued till it fell in April and did not rise again till August. Could you arrive at any explanation of that high death-rate?—There was a wave of cholera which never seemed to get out of Hamirpur. A great deal is due to cholera and some to fever.

Was the fever associated with scarcity?—It was not famine fever.

Did it merely attack the poorer classes, or did you find it amongst the better classes?—I don't think anybody was exempt.

Have you any reason to suppose that the high mortality in August, September, and October was indirectly due to privation, or to insufficient relief?—Only as regards that part of the Native States that intersect Hamirpur.

Do you think the mortality was increased by deaths of persons coming from Native States?—Yes.

Have you any reason to think that the relief in Hamirpur was less efficient or less complete than in the other districts of the Division?—No.

(*President*).—Do you think that death statistics are reliable in a famine year?—In one respect they are certainly not. Many deaths are said to belong to a district to which they do not. A good many are never recorded.

Do you think the number of deaths not recorded are likely to be more in a famine year than in an ordinary year?—I don't think there is any special tendency to conceal them.

Considering the agency employed to report deaths?—Probably the agency on large public works is more efficient than chowkidars of villages.

In the villages do you think chowkidars are so interested in reporting the deaths of wanderers, for instance, as of reporting the deaths of people that they know?—I think of the two they would rather conceal the deaths of those they knew, in order to keep them on village relief longer.

(*Mr. Holderness*).—How were deaths brought to book on relief works?—They came through the register of the village. I think they were specially reported by the Public Works Department.

Have you any reason to suppose that the deaths on relief works were not brought to book?—No.

(*President*).—Who would report them?—The Naib Tahsildar.

(*Mr. Holderness*).—Did you ever hear from District officers that there was a suspicion that deaths in villages were not fully recorded?—No.

I see in Jalaun the death-rate was also high. Is your answer the same as regards Hamirpur, that it cannot be traced as due to insufficient relief works?—Yes, some people came from Gwalior to that district.

Mr. A. W. Cruickshank.

23rd Mar. 1898.

As regards poor-houses, was the population very large?—Allahabad was the biggest. On the 20th February there were 9,022 persons.

That fell I suppose?—Yes.

Was that large poor-house population due to works not having been quite ready?—No.

Were most of the inmates from Rewa?—Yes. I think in a part of the district there are many cripples (palsied people) who would not do any work, and they were crowded into the poor-house.

Did these people from Rewa come in a very bad condition?—They were very emaciated and you could not send them back again.

Were the deaths very large in the poor-house at the time?—In February and March they were.

Among the Rewa people?—Yes, chiefly.

How many emigrants had you in the Allahabad district later in the year?—It is hard to say. Mr. Palmer says there were 12,000 in one tahsil and 2,500 in another.

Were the works in Rewa properly maintained?—I have no personal information. The Political Agent said they were conducted in imitation of the Allahabad works.

As to your relations with Public Works officials, had you any difficulty in working the Codes?—No, nor did Collectors have any.

The distribution of powers has been sufficiently accurately laid down for all purposes?—As a matter of fact they have been rather more definitely laid down in the new Code. That had no reference to anything that happened in the Allahabad Division.

Do you think they would now work sufficiently accurately?—I think so.

What is your opinion as to the possibility of starting piece-work when you have to encounter famine. Would you apply it at the first stage?—If you could start piece-work when the labourers are in a normal state, it would be an excellent thing; not if they were in the state they were in January.

That state was not due to relief works not being there, but to their refusal to avail themselves of them?—It was partly due to their having a succession of bad years, and partly to their refusal to come to works.

There is always a certain amount of reluctance to come to works at the start?—Yes, except in the hot weather. I think in the hot weather they would come.

There is a reluctance on the part of the people to come, but would that reluctance be increased by starting with piece-work?—I think the people would have an idea that the *Sarkar* was trying to "*do*" them.

When the famine is not supposed to be acute, would you start with it?—I think I would start with the modified intermediate system certainly.

(*Mr. Higham*).—In paragraph 104 of the Revised Famine Code, you propose to give a different wage to males and females in the same (carrier) class. What is the reason?—Dr. Thomson, the Sanitary Commissioner, said he thought the wage we proposed for females was not sufficient for the males.

It was passed on medical recommendation?—Yes.

Is it not a fact that wherever you had the 10-seer basis in force the men carriers and women carriers were paid the same throughout?—Wages worked out to the same.

You worked on the 10-seer basis in Allahabad?—Yes.

Were men and women not paid the same all the time?—Yes. It was a consequence of the pice rule. We also found that where the intermediate system was in force on the 12-seer basis for another reason, the men and women were paid the same.

It seems that throughout operations men and women have been getting the same wage?—Yes.

Whether on the 10-seer or 12-seer basis they were paid the same?—Yes.

That difference of wages is the proposal of the Sanitary Commissioner?—Yes.

Was it pointed out that you were paying the same all through?—Yes. That is the very point that was discussed.

It is also proposed in paragraph 104 that children between 10 and 16 should be paid as children and classed as adults?—That was also on the opinion of the Sanitary Commissioner.

The object of their not getting the pay of adults was that they could not do the work?—The Sanitary Commissioner thought they could not do the work and so should not be paid.

The Bombay and Madras Sanitary Commissioners thought they should get a little more even if they didn't. Do you think a boy or girl from 12 to 16 of the carrier class would do as well as a woman?—I should think not; I have not had much experience.

The question is of some importance as, instead of having two or three classes of workers under this scale, you have five or six. I see the minimum ration as given here in the case of the carrier class would go down from 14 and 13 to 12 and 10. Is it intended that fines should be carried down to this lower scale? Has it been customary to fine down to the penal wage?—I don't think so.

You kept up to the limit of the minimum wage?—I expect so.

Under the new Code a certain amount of more fining will be allowed, that is to say, you will fine below the D wage?—You can fine down to the penal ration.

Is it a new departure?—I think it was possible under the old Code. I don't know.

Is it a fact that the minimum wage in the new Code represents the old D wage, or 2 chittaks lower?—I am not prepared to discuss these wages, because they were furnished by Mr. Palmer after I went home on leave.

Can you tell me whether the system of piece-work known as the Gorakhpore system, is contemplated in the new Code, or is it intended to exclude it?—Section 59 replies to this point. The Gorakhpore system was not in our minds when we made the section.

Is the Gorakhpore system contemplated or not, in future?—I suppose it is, if it comes under the conditions of section 59.

You say in your note that "the rates at which the wages were calculated certainly did not err on the side of allowing a prevailing market rate higher than that at which articles of diet could be procured". Was the wage rate always lower than the market rate?—The market rate was calculated on the average of the chief market in the district. The rate at which they could buy grain on works varied with all kinds of circumstances. They were not quite the same.

The rate at which they purchased their food was always higher than the market?—Yes.

That was not allowed for in fixing the wages?—No.

How often was the wage rate in Allahabad altered?—Not till about April. As the rabi began to get cut, prices went down in the west of the district, and wages were slightly reduced, in order to induce people to leave the works.

On small village circle works in Allahabad did you feed the children?—Yes, Mr. Palmer established kitchens.

Not at each work?—Perhaps one or two for the circle.

Children had to travel to them?—Yes, perhaps two or three miles at the most.

(*President*).—In the south of Allahabad and the Bundelkhand Districts relief began in March 1896?—Yes.

Works were closed some time in September?—At the end of August.

And then they had to be opened again very soon?—In December I think. I was not in the district.

Judging by the condition of the people, when you came to the district, do you think enough relief had been given in the past eight months?—When I returned from leave I went round every district; it took me five weeks, and certainly at that time in every district everything was being done that was possible.

Do you think sufficient relief had been given in the past, or do you think people had been allowed to run down?—I was not in the district at the time, so it is rather hard to say. Two years' scarcity would make people run down, though there were no failure of relief.

You said cooked food for children was introduced because the children were observed to be emaciated. Was that on works?—It was on works, public and civil works, and also in the villages.

Is not that an indication that the parents were underfed?—Well, I don't know how you can say that.

Do you think that parents who were not underfed would starve their children?—I have seen children who were kept by their parents in a half-starved condition in order to get a few coppers from people.

(*Mr. Stoker*).—I understand that the grain value of accessories was considered by your Committee to be over-estimated?—Yes. The quantities of those accessories were so small that it did not make much difference in working out the aggregate wage. *Mr A. W. Cruickshank.* *23rd Mar. 1898.*

REVD. MR. W. A. MANSELL, Methodist Episcopal Mission, Lucknow, called in and examined.

I put in a written statement of evidence.

My experience with the famine has been that of a non-official observer. In the pursuit of my calling as a Christian Missionary I had the opportunity of seeing the country as it existed during the month of March 1897. While I am not personally acquainted with the prescriptions of the North-Western Provinces and Oudh Famine Code, so that I am not able to testify to what extent departures from these prescriptions have occurred in the province during the recent famine, yet in a general way I noted a number of things to which it seems to me advisable to call the attention of your Commission. In general, the organization for the relief of a famine distress seemed admirably adapted for the purposes to be carried out, and the results, as they have appeared, seem to warrant the conclusion that the famine administration of the North-Western Provinces and Oudh was, on the whole, a very successful administration. But I am of the opinion that the most perfect organization and supervision existed in the higher circles of the administration officials; that as the lower grade of overseers was reached, many cases of unfaithfulness and corruption could be adduced. More particularly I noticed that in many cases, in certain districts, it was well nigh impossible for distressed Christians to obtain employment on Government relief works or to receive the aid which was offered to other classes. I came across persons who had thus been refused such assistance, having been told by the officials or overseers in charge that they might go to their Mission or *Padri Sahib* for help; that the Government was not providing for such cases. In one place I was able, by personally representing the needs of some such distressed Christians, to secure aid for them after they had been refused by the local overseers. In another case Christian women were refused assistance because they were Christians, but a kind hearted Hindu official in a neighbouring village succeeded in getting them on the list by entering them as Chamars instead of Christians. In another case I found half of our Christian community in a certain village absent from their homes, and was informed that they were at work on the roads in the vicinity. I wished to go and see them at their work and was informed that if I should visit them and they should become known as Christians, they would be deprived of the privilege of working on the roads. These are but specimen cases, and they came to my notice in such numbers as to lead me to the conclusion that it was a very common thing for our Christians to be thus refused assistance.

But apart from this class distinction, I observed other things which made me believe that the administration of the funds, in so far as it was entrusted to the lower grade officials, without constant European supervision, was not always carried out in accordance with the intention of the Government. In my moving about among the common people, stopping often at their homes, I heard so many complaints about the bribery and corruption which was prevalent, that I am compelled to believe that the accusations were in a considerable number of instances founded upon fact. It was, for instance, commonly stated that the *patwaris*, whose recommendation it was necessary to secure before assistance would be received for the purchase of oxen or grain, invariably required the payment of a liberal commission from each successful applicant for Government aid whom they had recommended. In riding along the roads I was frequently accosted by scores of men and women, who complained that their customary wages were being constantly reduced. I had been informed that the gradual reduction of wages was contemplated by the Government, but several times, on enquiring, I found that the labourers were actually receiving less than the appointed rate of wage by a pice or two. In all these cases which I have mentioned, while I was morally certain that the facts were, on the whole, as they had been reported to me, yet it would have been well nigh impossible to have secured the conviction of any of the officials who might be implicated by these accusations. Hence in the case of our own people I considered it better to accept thankfully Government aid wherever it could be obtained, and to supplement with private contributions whenever it seemed necessary so to do.

II.

With reference to the degree of success which has attended the measures adopted. I believe, on the whole, the famine administration is to be highly commended, particularly with regard to the saving of human life. I personally came across very few instances of actual death from famine, although several instances were reported to me from time to time in various places. I believe that this success is due to the promptness and effectiveness with which relief measures were put in operation. With regard to the relief of distress and the matter of economy, I have already spoken in the section above. Yet I may say that, in general, as I have moved among the villages, I have found a grateful acknowledgment of the generous provisions of Government during the famine and the benefits which have resulted therefrom. *Revd. Mr. W. A. Mansell.* *23rd Mar. 1898.*

III.

With regard to future measures and methods of working, I have only to suggest that particular instructions should be issued against the observing of any class distinctions, particularly in the matter of religion, in administrating relief; and the provision, if possible, for the more satisfactory supervision of the administration of funds in the hands of the lower grade officials.

(*President*).—Your head-quarters are at Lucknow?—Yes.

What opportunities had you of observing the famine?—I made two tours in the district in the summer, one in March and one later, in June. The later tour was a short one. In the first tour I went across the country from Unao and through Moradabad, etc.

How many days were you out?—I was out for three weeks.

And in the second tour?—For a few days. I went to Lucknow, Shahabad and one or two other places. I was also in Rai Bareli between May and June.

Where did these cases occur of Christians being refused admittance to works that you speak of in your note?—In the Hardoi District. I heard of a number from time to time, but the cases I specially referred to occurred in the Manjala village near Hussiapore, where famine relief was administered.

They were Christian Chamars?—They were Christians who had been Chamars.

Was it village relief they were refused?—Gratuitous village relief.

You say in your note that it was well nigh impossible for distressed Christians to obtain employment on Government relief works?—Yes at Moradabad Gunge.

Was that hearsay?—I was there myself. It was really my first experience of seeing starving people. Three or four people had died, I was told, of starvation there.

For want of assistance or work on relief works?—I don't recollect. I heard that they had tried to get assistance and could not.

I suppose their statements might be true or not?—I suppose it is quite possible that the people may have misrepresented things, but I considered my informants to be reliable and believed the statements they made.

It does not seem very probable that on relief works the officers in charge would make any distinction?—They would not I am quite sure if they were themselves officers of any standing or themselves people who had a position or influence to maintain, but in the case of an ordinary overseer I am quite sure that many were refused admission because they were Christians.

The orders were that they were to admit everybody?—Yes.

Do you think they would venture to exclude any particular class, I doubt it?—Complaints of such exclusion came to me frequently.

Revd. Mr. A. W. Mansell.

23rd Mar. 1898.

I suppose the people who made complaints were also asking you for assistance?—They did not ask me for personal assistance. They asked me to assist them in getting aid. Whatever may have been the reasons for the distinction that I speak of in my note it is possible that they might have been satisfactorily explained if enquiries had been made at the time. In Bara Banki there were some of our people ejected from the poor-house. I suppose really the reason why they were put out was because orders had come that only certain persons should be admitted, but we objected to the way in which it was done. The native official there simply took off their caps and said "you have no *chutias** and therefore have no right to be here". I suppose in certain cases a number of people got into poor-houses who should have been on relief works, but that was how they were put out.

(*Mr. Holderness*).—You say that Christian women were refused assistance. Was this a case of refusal of gratuitous relief?—I think so, at Hussiapore.

Did you bring that to the notice of the officer?—No; I simply sent it to the corresponding Secretary of our Mission Conference, who upon information furnished by me and others wrote a general communication to the Secretary of the Famine Relief Fund stating our difficulties, and received a courteous reply instructing us where to apply for aid, but no particular inquiries were instituted.

(*Mr. Stoker*).—These people who were refused assistance afterwards went on to Government relief?—Not until I represented the case to Mr. Bruce. Then he put them on to village relief.

They were eventually supported?—Yes.

Were you supporting any of your people?—Not at that time. We had no funds.

Did you ultimately undertake it?—Yes, ultimately where it was not possible to get help from Government.

* The *chutia* is a tuft of hair left on the head by Hindus, and to be without the tuft in the case mentioned here implied that the persons were Christians.

Mr. D. CALNAN, Collector of Jalaun, called in and examined.

Mr. D. Calnan.

23rd Mar. 1898.

I put in a written statement of evidence.

Notes of the evidence proposed to be given before the Famine Commission.

As to the extent and severity of the distress.

The area of the Jalaun district is 1,480 square miles. Its population at the Census of 1891 was 396,361, but I consider that between that time and the beginning of the year 1896 the population had declined *at least* as much as between the years 1881 and 1891. The decrease during that decade was 3 per cent. The whole of the district was affected by famine, but not in an equal degree. Roughly speaking, there was intense famine in four-fifths of it, and severe famine in the remainder, the part which benefits by the Betwa Canal. This latter part all but escaped the scarcity of 1896, though some distress was experienced by its labouring population in consequence of crop failure elsewhere, it being customary in that part for the labourers to emigrate for the harvest. The remuneration earned in 1896 was much smaller than usual in consequence of the general poorness of the crops. The area which produced a *rabi* crop was diminished, while the crop produced was of diminished value, the grain having been prematurely ripened by the west winds of January and February, with the result that wheat and gram were little larger than the smaller millets. The famine of 1897 was due to the failure of the *kharif* and *rabi* crops. The year 1896 had been preceded by a series of unfavourable years.

As to the sufficiency and economy of the relief measures.

The relief measures were, in my opinion, both adequate and economical. There was, however, much more scope for private as distinguished from Government relief during the earlier months of 1897 than later on. The weather was then most inclement, and had the clothing been then available which was supplied so abundantly later on, much suffering from exposure would have been prevented. The remedy adopted was to relieve the people gratuitously near their homes, and though the payments to individuals were under that system less than would be made on relief works and the cost of its administration was also less, the absence of self-acting tests gave rise to difficulties. It would have been better had daily payments been made on relief works from the beginning, and non-working children received cooked food instead of money.

As to the arrangements existing for ascertaining the imminence.

I consider the existing arrangements are sufficient.

As to the extent to which the prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

In a tract where intense famine prevails, it is, in my opinion, advisable to have free recourse to the system of small relief works in villages. Of some villages in Jalaun the whole population practically was supported by the State during the worst time. The existence of acute distress was therefore proved by the application of the usual distance and other tests. Under such circumstances the opening of a relief work in the villages themselves would have resulted in greater economy and in more effective relief. The cost per individual relieved would have looked larger on paper, as only the individual directly relieved would have been shown and not those dependent on him whom he supported by his labour, but it would not really have been so. The outturn of work, too, would have been greater; but that is only a minor consideration.

As to relief works.

I.—Extent to which works of public utility may be available as relief works.

Metal collection as a means of employment of relief labour does not appear to me advisable while earth-work is available. The construction and repair of roads stands first as a work of public utility which can be executed by relief labour, and it should be practically the sole means of employing labour adopted, provided that there is no apprehension of its being too quickly finished and that circumstances do not render the employment of people near their homes necessary. Tanks should only be taken up as work subsidiary to road-work. I would make an exception, however, in favour of tank projects which have been selected for their utility apart from any necessity for the employment of relief labour. I consider that in the raviny tracts of most districts it would be possible for an experienced engineer to discover sites for such tanks and prepare projects the execution of which would be directly or indirectly remunerative. Such projects should be given the preference over all other when employment for relief labour is required.

II.—As to large and small works and the distance test.

The distance to be fixed on as a test need not, in my opinion, exceed five or six miles. Many people travel that distance morning and evening and perform their task during the day on the work. That is good proof that they need relief. Others have little regard to the *greatness* of the distance. What they want is to go a long way from their homes and earn their living as labourers in places where they will not be recognised.

IV.—Relations of Civil and Public Works Officers in connection with the management of relief works.

I think it is undesirable that any powers of control reserved to the Collector in the case of works carried out under the agency of the Public Works Department should be delegated to his assistants as long as the District Engineer or Surveyor is responsible for the whole district. If of course the district is so large that it has to be split up into sections, each in charge of an officer independent of the District Engineer, then I consider the Collector might delegate his powers to one of his assistants; otherwise the duty of the latter should be limited to inspecting and reporting.

As to gratuitous relief.

The largest number on gratuitous relief in the Jalaun district amounted to about 7 per cent. of the population.

That was during the inclement weather of January 1897, when it would have been dangerous to require the recipients to seek relief on the works. Most of them were women and children; only a very small proportion of them were *parda nashin* in the strict sense of the word. I do not consider that any reliable estimate can be formed for a given tract of the number of persons likely to require gratuitous relief.

The practice of requiring the incapable poor to accompany their relatives to relief works I do not approve of as a test of necessity, but it should be permitted. I have come across one or two cases of persons who preferred relief on the works to relief at their homes, though they had no friends or relatives. They said that water was brought to them at the works whereas at their homes they had no one to render them that service.

I would not give gratuitous relief to an incapable person having an able-bodied relative *legally* bound to support him who declined to go on a relief work. In one such case I sent a child to a poor-house and made its father pay R2 a month for its support.

The substitution of kitchens for gratuitous relief in the form of grain or money would exclude certain classes from relief on account of their sentiment. I do not think it would be practicable to maintain a sufficient number of kitchens to relieve all requiring gratuitous relief. Money is preferable to grain relief.

I have not come across any instances in which persons paid money to the *patwaris* in order to be placed on the relief list, but the very greatest vigilance had to be exercised to prevent the *patwaris* appropriating part of the doles.

As to poor-houses.

Mortality amongst the orphans was very high towards the end of the rains. Many died from *Cancrum oris*. I cannot account for it.

A good many inmates of the poor-houses were wanderers from Native States. Many also were from other districts, being on their way to some distant country, generally Bhopal, where they expected to get support from relatives.

People capable of work were drafted to relief works once a week regularly.

Legal powers are not required to send beggars and wanderers to poor-houses.

As to relief kitchens.

They are required chiefly in connection with relief works. They are also required along the main lines of communication. In the latter case they can conveniently be located near police stations and be managed by the police.

As to private charitable relief as auxiliary to State relief.

I think that the expenditure of the bulk of the Charitable Relief Fund in helping broken down agriculturists was the best thing that could have been done. It undoubtedly resulted in great economic advantage to the country generally.

As to emigrants and wanderers.

I think wanderers from Native States should be sent back to their homes as soon as their number is large enough to form a draft. A servant of the State should be deputed to take them home.

As to the mortality during the famine period.

The ordinary death registration is very defective. In districts where special measures were taken to check it, there would of necessity be an increase in the reported mortality rate apart from any consideration of scarcity.

Mr. D. Calman.

23rd Mar. 1898.

(*President*).—Were you Collector of Jalaun throughout the famine?—Yes; I was there in both years.

(*Mr. Holderness*).—You say in your note that the population of Jalaun has declined?—Yes; I think so. It has been declining since 1881.

What is the cause of that?—There was a series of very bad years.

(*President*).—Have you any explanation of the falling off between 1881 and 1891?—For one thing there was a very heavy settlement.

(*Mr. Holderness*).—In 1896 when were relief works first opened?— On 1st February 1896.

And kept open till towards the close of the rains?—Immediately the rains broke we stopped.

What were the largest numbers on relief works?—Between 30,000 and 40,000.

Were these relief works worked on the ordinary Code system?—Yes.

You gave relief to dependants?—Yes.

You hadn't any gratuitous village relief?—Very little; 2,000 people in all.

Had you any special organization of village relief?—No.

Do you think you should have had it?—I don't think it was necessary.

What was done in the early part of 1896 was sufficient to meet the distress?—I think so.

Then the rains were bad and the crops began to fail in August?—Yes; August 1896.

When were relief works opened again?—At the end of October 1896.

Did they fill?—Numbers went up pretty rapidly from the end of October.

Were you asked by the people to re-open relief works?—I don't remember. Naib-Tahsildars may have reported it.

In October how many had you?—They rose from 468 to 4,500. In November there were 12,000.

At the end of February between 80,000 and 90,000?—Yes.

At the end of April 108,000?—Yes; and at the end of May 110,000.

At the end of June?—793. The rains broke on the 19th of June.

You never had such large numbers again?—No. In July there were 35,000.

All these works were run on the Code system?—Yes.

When did you start the modified intermediate system?—On the 19th of June, when the rains broke, people were told that the works would be on the modified intermediate system, when they returned.

Did they understand that?—Yes; and large numbers did not return.

At any rate you had 35,000?—We had to revert to the Code system.

What is your experience of the intermediate system?—I think it would have been a very dangerous thing if insisted on.

Did you report against continuing it?—Yes.

When did you start village relief?—From the beginning of 1896.

And you didn't absolutely close it?—No.

At the end of October 1896 how many had you on village relief?—3,051.

Then, at the end of March 1897, how many?—11,000.

Did it increase beyond that point?—On the 24th of July there were 17,000.

What percentage of the population is that?—The population is about 400,000.

Do you think on the whole you had as many people as there should have been on gratuitous relief?—I think so.

Then, about the mortality, it rose very high?—Yes; in the last three months of 1897.

What was that due to?—About six weeks from the 1st of July the amount of rain that fell exceeded the normal rainfall and that gave rise to an enormous amount of fever.

Was that generally the case?—Yes; all over the district. Both poor and well-to-do were suffering.

In the cold weather and hot months your mortality was not excessive?—No.

This mortality didn't show till July?—No.

You say in your note that in the earlier months of 1897 the weather was most inclement, and had the clothing been then available, which was supplied so abundantly later on, much suffering from exposure would have been prevented. Would you move in the matter of clothes in another famine?—I think village relief was preferable.

Did the people to any great extent live on the works?—Yes.

Agricultural labourers or cultivators?—Both.

Mr. D. Calnan.

23rd Mar. 1898.

Were there many cultivators?—Yes; and some small Zemindars.

What did the cultivators do with their cattle?—Sometimes they brought them to the works in small numbers, say a couple of bullocks.

Did their homes suffer when they left them behind?—No. We had no complaints.

When did you start kitchens for non-working children?—Not till after the rains broke. They were being paid in pice on many works.

What is the ordinary allowance for a child?—One pice.

Do you think that was sufficient?—I think it would be better to give cooked food.

If money were given, do you think one pice sufficient?—I think so. It was very unusual to find children without friends or relatives, so if they got a fair share of food, that would suffice.

Do you think parents neglected their children?—Yes, they grossly neglected them.

When kitchens were established did you find that children improved?—Yes.

You say it is advisable to have free recourse to the system of small relief works in villages. Why do you advocate that?—It would have relieved the pressure on Public Works very much.

Merely in order to relieve the pressure on Public Works?—Yes; that is the chief reason. Besides there are numbers of people who won't come to large relief works. There were Thakur women who would come and work at night on small works.

They would come to small works?—Yes.

How were they registered?—They were not registered at all.

Were these works through partially recoverable advances?—There was no such system.

You made the Zamindars the agents of Government?—Yes; and paid so much per thousand cubic feet.

On the whole was the money properly spent by the persons thus employed?—I think so.

Do you think any selection was made by the Zamindars who looked after these works?—They took anybody who came.

They did not confine the works merely to able-bodied?—Well, as it was done on the contract system, it was only the able-bodied who could earn a proper wage.

You say the cost per individual relieved would have looked larger on paper, as only the individual directly relieved would have been shown, and not those dependent on him. You refer to that class of work?—Yes; contract work.

Were the workers worked for contract wages?—Yes.

Had you any difficulty in your relations with the Public Works Department?—None whatever.

You say you have come across one or two cases of persons who preferred relief on the works to relief at their homes?—I can only remember one case; that was an old cripple.

You say the ordinary death registration is very defective?—Yes; in the early months of 1896 I had a lot of villages checked as regards the death registration, and there was an increase in the reported mortality.

Do you think that vigilance went on?—I think it had the effect of securing better subsequent registration.

How were deaths on works reported?—At the thana by the chowkidar of the village.

(*President*).—Was the report made verbally?—I think a slip was nearly always sent.

(*Mr. Holderness*).—Was a weekly report sent to the thana?—A messenger was sent whenever a death occurred.

Have you any opinion as to the accuracy of registration on relief works?—I think it was very accurate.

(*President*).—I suppose comparatively few people died on works?—A good many I think died.

(*Mr. Stoker*).—You had a hospital at each work?—Yes.

(*Mr. Holderness*).—What is your opinion as to the sufficiency of the wage that the people earned on relief works?—I think it was sufficient. I think it allowed them to save a little.

What was their condition after some time on the works. Was there any change?—Yes; even compared with the condition of the people who came to works in October 1896, there was a marked improvement.

(*President*).—Did their condition come up to the ordinary or fall short of that?—It came up to the ordinary. They undoubtedly improved on works.

(*Mr. Holderness*)—Was *mowha* to be had in Jalaun?—No.

Were there many emigrants from native territory?—Yes; there was a large number from Gwalior.

(*President*).—How did you ascertain that they had saved?—I came across individual cases in poor-houses. One old woman in a poor-house was making a great noise about a loss of Rs6 which she had saved on works.

Did she say if she had saved it out of her wage?—Yes.

Were there any other instances?—Yes; I came across other instances where people had come in possession of a rupee or two.

(*Mr. Holderness*).—When did famine disappear from the district?—About the middle of October.

And prices got easier then?—Yes.

Was the ordinary kharif area sown?—No.

Is the state of the district still rather doubtful?—I cannot say.

(*Dr. Richardson*).—You say the registration was defective and that you checked it. How did you manage to check it?—I assembled all the headmen of the villages and asked them who had died, and compared the chowkidars' books.

Have the chowkidars pass-books?—Yes.

I suppose that some one who can write enters the names?—The chowkidar goes to the thana and reports the deaths, which the Thanadar writes out.

How many poor-houses had you?—One for each tahsil.

You say many died from *Cancrum oris*?—That was in the orphanages.

In the poor-houses was it bad?—No.

Did they come in a starving condition?—Yes.

Was the medical staff sufficient to deal with the poor-houses?—Later on we had the Hospital Assistants who had been on relief works.

Did many come in a moribund state to poor-houses?—No. There was only one case where that happened.

(*President*).—Do you know if any measures have been taken to prepare projects for tanks in the country?—Not to my knowledge.

Do you think more might have been done by the Charitable Relief Fund in the way of buying clothes?—A great deal might have been done in the cold weather. When the clothes came, they were of very little use.

(*Mr. Holderness*).—You had between 25 and 30 per cent. of the population on relief works at the time of greatest pressure. Do you think all these people really required relief?—Not all of them, but I think the percentage of those who did not require it was very small.

At the Chatter Manzil, Lucknow.

FORTY-FIRST DAY.

Thursday, 24th March 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT).

SURGEON-COLONEL J. RICHARDSON.
MR. T. W. HOLDERNESS, C.S.I.
MR. T. HIGHAM, C.I.E.
RAI BAHADUR B. K. BOSE, C.I.E.
MR. T. STOKER (*Temporary Member for the North-Western Provinces and Oudh*).
MR. H. J. MCINTOSH, *Secretary*.

SURGEON-COLONEL W. P. WARBURTON, M.D., Inspector-General of Civil Hospitals, North-Western Provinces and Oudh, called in and examined.

Surgn.-Col. W. P. Warburton.

24th Mar. 1898.

I put in a written statement of evidence.

I have the honour to state that my experience in the late famine has been principally in connection with medical arrangements for poor-houses, relief works, relief kitchens, and mortality during the famine period.

2. In Chapter XIV of the Famine Code, North-Western Provinces and Oudh, so much is left to the discretion of the Medical Officers that no departure from the rules laid down has been found necessary; but to facilitate the prompt submission of returns required by paragraph 149 of the Famine Code, a form was drawn up and supplied to Civil Surgeons of districts where famine prevailed, which was simple and sufficiently comprehensive to include all necessary information.

3. The success which has attended the measures adopted with regard to the saving of human life is shown by the small excess in the mortality of 1896 over the average of the previous years. This mortality would, I feel confident, have been still further reduced had it not been that many of the inhabitants of the district most affected by famine belonged to the aboriginal tribes, who, living in a more or less uncivilized state, were at first averse to applying for aid, and when they finally did apply, were in too reduced a state to benefit from the relief obtained.

4. For adults in ordinary health the famine rations were sufficient for ordinary subsistence; but from what I observed, there was a general tendency on the part of such adults to increase their own allowances at the expense of their children, and on this account it appears to me advisable in future operations to make arrangements for feeding children quite distinct from those for grown up people.

(*President.*)—You are Inspector-General of Civil Hospitals in the North-Western Provinces?—Yes.

No doubt there is a tendency among many of the workers on relief works to save their wages, and for parents to stint their children as well as themselves, but in paragraph 4 of your statement you go rather further than that when you say there was a general tendency on the part of such adults to increase their own allowances at the expense of their children. I should like to know whether you base that remark on a mere comparison of the children, or on other evidence?—I base it on the fact that the children in poor-houses looked better than on works. In most places it seemed to be the general impression.

Supposing parents were stinting themselves and their children, I suppose children would show signs of it sooner than adults?—That is quite possible.

Is it not probable that on relief works parents would have difficulty in feeding their children often enough?—It is the custom in this country not to feed often. In the poor-houses they had an early morning meal with very good effects.

Non-working children up to 7 only got one pice a day. Then if grain was low was this sufficient?—I don't think that would be quite enough.

The ration of cooked food given to non-working children cost more than one pice?—Yes. I imagine the extra pice was given on the idea that the allowance for so many children and adults would represent more than the ordinary coolie would get for his livelihood.

Otherwise the pice was not sufficient?—No. In some cases a family got ₹10 or ₹8 a month. They could never have got that as ordinary labourers.

You must allow for the dearness of food, and then on relief works they would get no fuel?—I don't think there was much difficulty, because small children would go round picking up fuel. Those living near their homes could eke out their supply.

Then on relief works there was the loss in change in their dealings with the bania?—That is quite possible. I don't think the people themselves complained on that point. They were very anxious to get a daily wage and not to get the wage after two or three days. That was the complaint I heard where it was not found convenient to give them their wages daily, partly on account of the want of small change.

(*Dr. Richardson.*)—You had charge of the medical arrangements connected with the famine?—Yes.

When did you begin special medical arrangements?—Early in March 1896.

That was only in a particular tract?—In connection with the Bundelkhand Districts. That was what may be called the first famine.

When you visited Hamirpur, Banda, Jalaun and Jhansi, did you notice any striking falling off in the condition of the people?—I did in the condition of the children in the Banda poor-house for instance. I didn't notice anything very striking about the people. They looked a little thin. Throughout the famine the women bore the strain very well

Did you visit relief works yourself?—I visited Jalaun and Banda, also a part of Hamirpur.

Was there any overcrowding?—Not then.

And the condition of the people was pretty much what you describe?—Yes.

This is what you might call the preliminary stage of the great famine?—Yes; Bundelkhand began suffering from scarcity several years before, so that the condition of the people had been affected by the previous scarcity. A part of this district had suffered from malaria.

Then they re-opened works?—Yes.

Did people flock to them in great numbers?—Yes.

Did you notice any deterioration in the people?—I don't think there was anything marked. In fact I didn't notice any difference. I think they came back just in time.

And the works were opened in time?—Yes.

Were there any special medical arrangements in connection with the large works?—Additional medical officers were sent to the districts where famine was actually declared.

Had you a hospital attached to each?—Yes. There was a hospital attached to each of the large relief works. The poor-houses were practically hospitals.

Had you kitchens?—Not originally. All the food was cooked and prepared in poor-houses, not on works.

How were chi'dren fed?—By their parents.

Did that seem to suffice?—It struck me that the children on works were not in as good condition as those in poor-houses.

Surgn.-Col. W. P. Warburton.

24th Mar. 1898.

Was there much sickness on works?—No, not very much. It was wonderful how healthy the people were. In some places, for instance in Etawah, there were not more than 12 people in hospital. I attribute that to the fact that the district generally was in a healthy condition.

There was no unusual fever?—I suppose the people had come in good time. It was not very severely distressed.

I see from your note (Volume II, page 148) that by the end of February the numbers on relief works had risen to over a million. What were the chief diseases on relief works?—It depended upon the time of the year. In the early part of the cold weather there was pneumonia. That was due to the people requiring clothing as well as food, also numbers of people came to works so rapidly that there was no time to run up shelters. I found they put something over the trenches on the roads and slept underneath. I believe that a considerable amount of mortality was due to exposure although it was put down as fever.

You say the rush was so rapid that there was no time to organize a proper system of shelters?—Yes.

Materials were at hand?—Yes, and were being sent out; in fact in some places the want was anticipated.

You had some small-pox?—Yes.

What means had you of detecting this early?—Vaccinators and Hospital Assistants went up and down seeing the people, and wherever there was small-pox the case was segregated. There were special segregation hospitals for cholera and small-pox.

There was a wonderful absence of cholera?—Yes. It was sporadic. In the Allahabad District it appeared and they broke up works.

Did you find that effectual?—Yes. They were distributed into small parties.

To what do you attribute the outbreak?—People came in from all parts of the district, and if there was any cholera about they brought it in. The fact that many of the people being in a most emaciated condition and having eaten coarse substances would make them very liable to anything of that sort—I mean when once the microbe was introduced.

It is usual to connect the prevalence of disease with prevalence of famine?—I fancy the small amount of cholera was partly due to the fact that with our medical arrangements we were bound to detect cases of cholera and stamp it out. If it had happened in their own villages it would have spread before we could stamp it out. That is a proof that our medical aid was sufficient. It does not say it was of first class quality.

Judging by results it was sufficient?—A great success.

In the poor-houses you evidently had very large numbers. Was the mortality great?—Very considerable, though you must remember that the mortality was great among people who would have died in their villages anyhow. They were brought into the poor-houses to die from their villages.

Who were they?—The lame, blind and lepers; in Allahabad paralysed persons and orphans too were brought.

Were they local people?—I think that the greater proportion belonged to the district. There was a number who had come from a distance. For instance, I have seen people at Allahabad who had come from Rewa.

What was the chief disease?—Diarrhœa.

That is a famine form of diarrhœa?—Yes. Many of the deaths occurred within the first few days. They were practically dying when they came, and no amount of care could have prevented it.

How did they return these deaths?—They were put down as diarrhœa. I think they might have been put down as due to scarcity and improper food. You see many belonged to aboriginal tribes and lived on roots.

Where did the aborigines come from?—Down Mirzapur way.

Were they Kols?—Yes, Kols, I think. They had a very great dislike to living away from their villages. Many had to come a considerable distance for relief and had pretty well run down before they started.

You say the numbers on relief works continued to fall till the middle of April. What was the cause of the fall?—The crop coming in in the spring.

There was not much of a crop?—Still sufficient to take the village people back to reap it.

And numbers rose again?—That shows there was not much of a crop. They returned after reaping it.

In July the mortality seems to have reached its maximum. To what cause do you attribute the increase of sickness in July?—I think the damp had brought on fever which under any circumstances would have had a bad effect.

They were not properly sheltered?—No.

Did women and children suffer from exposure more than the men?—I think the children did.

To what do you attribute the women being in good condition?—Partly to the fact that they are more accustomed to the hard life. It has been said as they did the cooking they had the best of the food, and then they were not expected to do the same amount of work as the men.

Was the mortality amongst children disproportionately great?—In some places among Aborigines it was considerable. Then in others it was extraordinary how soon the children picked up. In Banda they were better looking than in ordinary times.

They are more sensitive to privation and good feeding?—Yes.

There was cholera in July. To what cause do you attribute this?—I don't think there was any special cause except that the first fall of rain washed a lot of stuff into the wells. Great care was, however, taken to prevent it.

Was *permanganate of potassium* tried?—In every place.

What is your personal opinion about it?—I have no personal knowledge. Many think it had a good effect. There were other precautions taken at the same time. How far they should be credited with the results attained I cannot say.

It purified the water?—Yes.

In paragraph 11 (page 148, Volume II,) you give reasons to support the belief that famine does not necessarily bring with it an increased prevalence of epidemic disease. From the experience of the past year may we conclude that, with suitable arrangements, epidemic disease need not be more fatal in a famine than in an ordinary year?—I think the chances are that it would be less fatal.

As a matter of fact did not people suffer less than in ordinary years?—Yes. There is no question about it that they did.

Was the food allowed on relief works and in poor-houses sufficient?—I think sufficient to keep them going. As a rule I think children got more.

Was it the custom to allow extras?—It was in poor-houses and hospitals.

Did workers receive anything extra?—I don't think so.

They had the bare ration?—Yes.

In the poor-houses in the North-Western Provinces the ration was supplemented?—They had sago, Swiss milk and triticene.

You could form no estimate of the percentage of those who received extras in poor-houses?—I think all the children received something extra.

Any considerable proportion?—Yes. I think all the children got *dhalia* and practically some extras.

Do you propose any alteration in the diet scale?—No, because I think it is better left to medical authorities. I prefer it should be elastic. It leaves the medical authorities more responsible, which is important.

Have you any suggestions to make about the medical arrangements?—No.

Had you a sufficient staff?—I had sufficient under the circumstances. If any great outbreak of disease had occurred I am afraid I would not have had a sufficient staff.

(*Mr. Holderness.*)—Was the staff withdrawn in consequence of the frontier expedition?—Not till the famine was over.

(*Dr. Richardson.*)—As circumstances turned out you managed to get along?—Yes.

(*Mr. Bose.*)—In the old Code the minimum wage is 14 chittaks for males and 13 for females. In the new one it is put at 12 and 10 respectively. Would that be enough?—I think it would be enough so long as a very hard day's labour is not expected. I think it was enough from the fact that the people kept in fair condition.

In the Banda poor-house that was supplemented. Was that in the case of all inmates?—I think all.

Were all in a very reduced condition?—Yes.

Did the people during this famine live on more inferior kinds of food than they do ordinarily?—I think so in

their own homes. Those on works got the same food they would get in ordinary years.

(*Mr. Holderness.*)—I see it is stated in Mr. Palmer's report (Volume III, page 257, paragraph 8) that the following scale of diet was given to children:—3 oz. of rice and 3 oz. of *dhal* (weight of the uncooked grains) with ½ oz. of *ghi*, a pinch of salt, and occasionally a little turmeric or other condiment. What is your opinion as to the sufficiency of that?—I think it is enough to keep them going, but not more than sufficient.

Is it enough for a child over 7?—I think an extra ounce would be better for a child over 7.

For 7 and up to what age?—From 7 to 12. A younger child grows more rapidly in proportion.

How much should a child from 12 to 16 get?— I think a child over 12 should have almost as much as a woman would have, and then you can take a certain amount of labour from the child.

I see that the death-rate in Hamirpur was persistently high. Did you look into that?—Down in Mahoba there is a great amount of malaria generally, and not only that, but it has left its effects on the people.

Did the high death-rate attract your attention?—Yes. My own idea was that it was partly due to famine, and in a great measure to the effects of the malaria of previous years.

Had there been malaria for some time past?—Ever since I have been here the Banda jail has been noted for it. The people came from Mahoba and those parts.

Fatehpur also showed a high mortality. Have you any special information about it?—I tried to get information, but could not get any very reliable information about it.

Surgn.-Col. W. P. Warburton.

24th Mar. 1898.

You found no satisfactory explanation?—There was a good deal of fever there. I cannot account for the fever.

In Jalaun there was a low death-rate. In July 1897 it suddenly rushed up?—That probably was malaria acting on people in rather a reduced condition.

Pilibhit had a high mortality?—Pilibhit always suffers even in a dry year. The water is near the surface there.

And as regards Moradabad and Shahjahanpore?—I have not been able to supply an explanation, except that in some cases fever has been known to be prevalent in sandy places.

You don't connect this with privation?—I think there would be a very high mortality anyhow. Acting on people below par it would be greater.

Were the people below par?—In Pilibhit they were. No doubt the high prices were beginning to affect them already.

Did inhabitants of jails show particular signs of privaton?—No, I did not notice it. I noted that in the Bareilly jail the newly admitted prisoners were below par.

There was high mortality in Moradabad?—That was supposed to be relapsing fever. It may have been due to one or two cases of famine fever being brought into the jail which was crowded and so it spread.

The people in that jail were in bad condition?—I don't think so. I visited that jail in the early part of 1896 and pointed out that it was overcrowded.

You don't connect the high mortality in Moradabad with privation in the district?—No. Famine fever is very infectious. and having been introduced into the jail it spread very rapidly.

MR. A. IZAT, Agent and Chief Engineer, Bengal and North-Western Railway, Gorakhpur, called in and examined.

Mr. A. Izat.

24th Mar. 1898.

I put in a copy of letter to Government.

With reference to your letter No. 1473, dated 1st July 1897, forwarding copy of letter No. 1314, dated 12th June 1897, from the Secretary to Government, North-Western Provinces and Oudh, to the Secretary to the Government of India, Revenue and Agricultural Department, I have the honour to state that I am of opinion that the labour available for railway works during the past year was very much affected by the famine works.

2. The labour employed on the railway works is generally of two kinds, *viz.*, the professional labouring class, such as earth-work digger of the "Loonia" and like classes, and the ordinary village labourer who comes upon the works in the intervals when he is not required for agricultural operations. The former are not a very large body and they come to the railway works often from considerable distances, thus on this railway and especially in the Gonda and Bahraich districts, where village labour is scarce, the Saran, Azamgarh, and Jaunpur districts have supplied most of the professional earth-work diggers, "the Looniae."

3. These men, however, will not leave their homes to go for work to a distance if they can get it near their homes. During the past year relief works were open in Saran, Gorakhpur, Azamgarh, and Jaunpur and surrounding districts close to the peoples' homes, and all who came upon the works were employed. The result has been that labourers who would have travelled a long distance to obtain work on the railway obtained employment close to their homes on the relief works, and that at rates which gave them very good wages, when the allowances paid to their children and the aged and infirm relations dependent on them are taken into account.

4. I learn from the Executive Engineer, Gorakhpur, that the rates of wages on relief works in that district were—

Male digger	1½ annas per day;	
Female ,,	1 anna ,,	
Children according to age	½ to ¾ ,, ,,	

and for piece work R1-14-0 per 1,000 cubic feet of earth-work.

To take as an example a family consisting of, say, one man and his wife and four children and, say, one old infirm relation, the earnings of the family on the relief works would be—

1 Male at 1½	1½ annas
1 Female	1 ,,
1 Old female relation	1 ,,
4 Children, say, at ½ anna each	2 ,,
TOTAL PER DAY	6 ,,

or R11-4 annas per month, which compares very favourably with the ordinary monthly wages paid for the same class of labour either by large companies or private individuals for their servants.

5. On this Railway the wages of plate-layers' coolies or other monthly servants of a like class vary from R4-8 to R5 per month, and during the past year they were given an allowance of R1 per month each whilst grain was selling at less than 11 seers per rupee. This allowance, however, was stopped on the 31st March.

The families of these men may earn something in some cases in addition to the wage of the head of the family, but many of them earn nothing.

6. The Commissioner of Gorakhpur has been misinformed when he stated the railway paid R1-4 per 1,000 cubic feet for earth-work. In the Ballia, Azamgarh, Gorakhpur, Gonda, and Bahraich districts the Railway paid R1-12 and R2 per 1,000 cubic feet for banks up to four feet in height and the usual allowance for banks over that height, and since this railway was started in 1882 there has never been so much difficulty experienced in getting labour as during the past year.

7. I must apologise for being so long in answering your letter. I asked for some information from the Executive Engineer, Gorakhpur, and I only received it from him in the beginning of this month.

Mr. A. Izat.

24th Mar. 188.

NORTH-WESTERN PROVINCES AND OUDH.

Memorandum comparing Exports and Imports at some of the principal stations on Bengal and North-Western Railway during 2nd-half of 1895 and 1896 during the period of scarcity.

Junction Station.	Period.	Outward Traffic.				Inward Traffic.			
		Passengers.	Amount.	Goods.	Amount.	Passengers.	Amount.	Goods.	Amount.
		No.	R	Tons.	R	No.	R	Tons.	R
Gorakhpur	2nd half 1895	96,842	51,566	1,286	6,054	81,772	38,117	5,035	14,367
	„ 1896	96,272	36,293	2,197	10,890	96,566	47,408	4,943	19,336
		−570	−15,273	+911	+4,836	+14,794	+9,291	−92	+4,969
Uska Bazar	2nd half 1895	12,252	7,143	3,876	49,041	11,683	5,314	5,769	2,747
	„ 1896	10,437	5,667	3,873	39,164	11,468	5,206	2,093	10,280
		−1,815	−1,481	−3	−9,877	−215	−108	−3,676	+7,533
Khalilabad	2nd half 1895	11,340	4,000	503	2,589	10,044	3,118	399	2,362
	„ 1896	10,083	2,550	645	2,881	8,315	2,330	934	4,533
		−1,257	−1,450	+142	+292	−1,729	−788	−535	+2,171
Basti	2nd half 1895	41,934	17,888	854	5,009	34,070	13,232	2,524	13,045
	„ 1896	26,647	11,471	1,251	5,603	34,677	11,226	2,831	12,827
		−15,287	−6,417	+397	+594	+607	−2,006	+307	−218
Mankapur	2nd half 1895	21,462	7,011	7,009	7,059	16,797	5,580	709	1,753
	„ 1896	15,382	4,913	2,215	4,501	18,144	5,521	1,010	2,647
		−6,080	−2,098	−4,794	−2,558	+1,347	−59	+301	+894
Nawabganj	2nd half 1895	14,349	5,874	2,777	9,198	14,885	5,909	3,602	23,956
	„ 1896	14,582	4,400	2,808	13,535	13,118	4,685	16,126	77,220
		+233	−1,474	+31	+4,337	−1,777	−1,224	+12,424	+53,264
Gonda	2nd half 1895	37,494	15,034	1,352	5,539	21,014	8,553	3,441	9,603
	„ 1896	33,613	10,890	2,245	8,287	31,328	11,877	3,269	7,909
		−3,881	−4,144	+893	+2,748	+10,314	+3,324	−172	−1,694
Colonelganj	2nd half 1895	15,065	3,446	2,193	7,438	14,834	3,006	2,536	8,232
	„ 1896	11,676	3,802	6,740	19,188	14,255	3,260	980	3,598
		−3,389	+356	+4,547	+11,753	−579	+254	−1,556	−4,634
Bahraich	2nd half 1895	51,687	15,491	2,505	9,680	27,671	7,614	2,211	8,381
	„ 1896	62,345	14,071	8,599	26,382	45,993	13,725	2,431	9,147
		+10,658	−1,420	+6,094	+16,702	+18,322	+6,111	+220	+766
Nanpara	2nd half 1895	29,325	7,960	2,236	7,445	13,502	6,441	1,257	7,670
	„ 1896	20,500	5,328	6,144	21,771	18,019	8,536	1,275	7,998
		−8,825	−2,632	+3,908	+14,326	+4,517	+2,095	+18	+328
Naipalganj	2nd half 1895	9,058	5,224	2,576	10,202	11,578	5,013	765	4,096
	„ 1896	7,822	3,823	3,281	13,154	8,203	5,522	513	2,780
		−1,236	−1,401	+705	+2,952	−3,375	+509	−252	−1,316

The increase at nearly all stations in the outward traffic is due to large consignments of grain to the Saran and Tirhut districts and to Nawabganj for export to riverside stations and stations in the North-Western Provinces.

BENGAL.

Memorandum comparing Exports and Imports at some of the principal stations on the Tirhut Railway during 2nd half of 1895 and 1896 during the period of scarcity.

Station.	Period.	Outward.				Inward.			
		Passengers.	Amount.	Goods.	Amount.	Passengers.	Amount.	Goods.	Amount.
		No.	R	Tons.	R	No.	R	Tons.	R
Muzufferpore	2nd half, 1895	193,946	80,660	5,825	14,239	191,387	78,893	11,925	31,426
	„ 1896	220,410	77,457	5,768	15,328	205,177	87,954	11,205	28,277
		+26,464	−3,203	−57	+1,089	+13,790	+9,061	−720	−3,149
Sitamarhi	2nd half, 1895	31,620	12,099	9,409	40,282	33,997	12,949	3,524	14,960
	„ 1896	20,797	9,724	7,454	28,076	30,653	10,490	3,244	12,451
		−10,823	−2,375	−1,955	−12,206	−3,344	−2,459	−280	−2,509
Hajipur and Hajipur Ghat.	2nd half, 1895	56,059	15,182	1,894	6,670	48,718	13,276	6,851	23,920
	„ 1896	49,510	14,476	2,301	5,722	53,018	13,245	5,651	19,935
		−6,549	−706	+407	−948	+4,300	−31	−1,200	−3,985
Darbhanga	2nd half, 1895	124,245	48,245	23,169	83,191	113,640	51,384	15,695	35,207
	„ 1896	136,335	62,217	25,612	92,190	109,514	48,502	22,057	49,962
		+12,090	+13,972	+2,443	+8,999	−4,126	−3,882	+6,362	+14,755
Sakri	2nd half, 1895	31,407	11,717	5,907	23,509	32,108	10,404	2,608	7,851
	„ 1896	22,787	12,072	6,054	26,388	29,895	9,763	3,660	9,714
		−8,620	+355	+147	+2,879	−2,213	−641	+1,052	+1,863
Nirmali	2nd half, 1895	12,351	5,091	6,370	29,635	13,541	5,839	1,880	7,408
	„ 1896	11,017	5,813	8,379	34,693	14,387	6,226	2,203	7,402
		−1,334	+722	+2,009	+5,058	+846	+387	+323	−6
Samastipur	2nd half, 1895	85,979	26,329	6,154	17,339	80,887	25,922	10,471	24,564
	„ 1896	89,346	26,843	7,311	19,233	85,999	27,014	8,182	17,710
		+3,367	+514	+1,157	+1,894	+5,112	+1,092	−2,289	−6,854
Dalsing Sarai	2nd half, 1895	41,979	11,315	2,053	5,814	39,339	9,857	5,734	10,629
	„ 1896	50,050	14,354	4,139	11,639	40,403	13,552	5,017	10,266
		+9,071	+3,039	+2,086	+5,815	+1,064	+3,695	−717	−363
Bettiah	2nd half, 1895	33,347	18,229	2,850	14,717	31,038	17,746	3,324	18,778
	„ 1896	32,666	14,360	3,606	18,712	32,377	15,567	3,868	20,154
		−681	−3,869	+756	+3,995	+1,339	−2,179	+540	+1,376
Segowlie	2nd half, 1895	22,413	9,791	2,075	10,214	18,843	6,644	1,978	12,130
	„ 1896	22,002	10,737	4,250	15,618	21,594	8,103	2,561	16,054
		−411	+946	+2,175	+5,404	+2,751	+1,459	+583	+3,924
Motihari	2nd half, 1895	50,524	19,324	1,294	6,256	45,341	15,341	3,046	15,198
	„ 1896	49,199	15,883	2,591	9,867	51,327	18,624	2,832	14,094
		−1,325	−3,441	+1,297	+3,611	+5,986	+3,283	−214	−1,104

N. B.—It will be observed that all stations except Sitamarhi exported more goods in the 2nd half of 1896 than in the 2nd half of 1895. The decrease in Sitamarhi was in rice.

The increases at Darbhanga, Nirmali, Samastipur, Bettiah and Segowlie were chiefly in rice; at Dalsing Sarai it was in Macai and other grains.

Mr. A. Izat.

24th Mar. 1898.

NORTH-WESTERN PROVINCES AND OUDH.

Memorandum comparing Exports and Imports at some of the Principal Stations on Bengal and North-Western Railway during first-half of 1896 and 1897 during the period of scarcity.

Principal Station.	Period.	Outward Traffic.				Inward Traffic.			
		Passengers.	Amount.	Goods.	Amount.	Passengers.	Amount.	Goods.	Amount.
		No.	R	Tons.	R	No.	R	Tons.	R
Gorakhpur	1st half 1896	98,715	48,109	4,022	19,179	97,805	40,722	5,772	19,526
	„ 1897	111,609	51,652	8,901	35,467	102,084	65,912	5,127	21,753
		+12,894	+3,543	+4,879	+16,288	+4,279	+25,190	—645	+2,227
Uska Bazar	1st half 1896	13,066	7,501	17,885	95,841	16,974	7,115	3,865	18,220
	„ 1897	12,825	6,722	3,522	37,196	12,716	6,449	3,214	17,106
		—241	—779	—6,363	—58,645	—4,258	—666	—651	—1,014
Khalilabad	1st half 1896	12,195	4,375	1,489	5,873	10,169	3,211	1,060	7,622
	„ 1897	12,595	4,410	3,870	14,585	10,848	4,278	1,020	7,173
		+400	+35	+2,381	+8,712	+679	+1,067	—40	—449
Basti	1st half 1896	47,530	20,812	1,485	7,863	29,315	10,000	2,876	15,616
	„ 1897	43,024	16,975	2,454	13,309	34,454	15,219	2,864	17,314
		—4,506	—3,837	+965	+5,446	+5,139	+5,219	—12	+1,698
Mankapur	1st half 1896	22,780	2,910	4,466	7,807	16,337	5,377	1,000	3,282
	„ 1897	13,958	6,917	2,498	5,645	18,274	6,917	747	1,892
		—8,822	+4,007	—1,968	—2,162	+4,937	+1,540	—253	—1,390
Nawabganj	1st half 1896	13,396	6,069	4,611	23,956	13,858	8,716	6,788	29,284
	„ 1897	15,954	6,932	6,245	32,879	13,949	6,671	7,358	28,758
		+2,558	+863	+1,634	+8,923	+91	—2,075	+570	—526
Gonda	1st half 1896	39,074	15,540	7,400	25,322	24,434	9,186	2,891	*9,870
	„ 1897	58,390	19,837	6,753	20,169	52,589	13,507	4,043	*11,267
		+19,316	+4,297	—647	—5,153	+28,155	+9,321	+1,152	*+1,397
Colonelgan	1st half 1896	15,612	3,635	4,500	11,886	15,520	6,671	1,172	4,180
	„ 1897	16,754	4,385	5,944	12,415	16,915	4,039	1,354	4,910
		+1,142	+750	+1,344	+527	+1,395	—2,632	+182	+829
Bahraich	1st half 1896	61,265	19,809	5,279	23,831	42,996	12,873	2,870	10,367
	„ 1897	68,197	22,980	7,108	29,987	57,740	21,531	3,359	12,708
		+6,932	+3,171	+1,829	+6,156	+14,754	+8,658	+489	+2,341
Nanpara	1st half 1896	28,910	7,930	5,650	22,221	27,612	6,959	1,402	†8,654
	„ 1897	40,198	10,342	6,568	24,748	37,105	11,062	1,778	†8,385
		+11,288	+2,412	+918	+2,527	+9,493	+4,103	+376	†—269
Naipalganj	1st half 1896	14,701	15,050	11,197	48,855	22,913	5,248	950	4,944
	„ 1897	10,810	5,231	4,946	25,762	9,983	4,164	920	3,947
		—3,891	—9,819	—6,251	—22,893	—12,930	—1,184	—30	—997

* Increase of passenger due to opening Bulrampur Branch.

† Increase of passenger due to opening to Mohinpurwa.

N.B.—The decreases in the outward traffic at Uska Bazar, Mankapur, Gonda, and Naipalganj are due to the failure of the rice crop. The increases at other stations are due to good cold weather crops.

Memorandum comparing Exports and Imports at some of the Principal Stations on the Tirhut Railway during first-half of 1896 and 1897 during the period of scarcity.

Station.	Period.	Outward.				Inward.			
		Passengers.	Amount.	Goods.	Amount.	Passengers.	Amount.	Goods.	Amount.
		No.	R	Tons.	R	No.	R	Tons.	R
Mozufferpore	1st half 1896	216,744	34,025	6,565	14,694	228,302	1,06,118	15,374	41,515
	„ 1897	197,759	32,745	6,235	16,999	260,693	1,05,355	24,511	63,580
		−18,985	−1,280	−330	+2,305	+32,391	−763	+9,137	+22,065
Sitamarhi	1st half 1896	39,548	13,364	9,431	39,739	38,969	13,699	5,254	21,742
	„ 1897	43,324	12,575	4,820	15,159	41,090	14,432	7,492	25,408
		+3,776	−789	−4,611	−24,580	+2,121	+733	+2,238	+3,666
Hajipur and Hajipur Ghât.	1st half 1896	55,619	14,075	3,892	12,386	52,665	13,267	6,486	24,017
	„ 1897	46,076	14,237	4,019	13,492	46,245	12,654	4,448	15,029
		−9,543	+162	+127	+1,106	−6,420	−613	−2,038	−8,988
Darbhanga	1st half 1896	135,783	47,004	24,442	72,469	142,582	62,370	20,728	45,199
	„ 1897	127,447	51,569	18,590	39,452	146,558	75,162	34,370	87,206
		−8,342	+4,565	−5,852	−33,017	+4,976	+12,792	+13,642	+42,007
Sakri	1st half 1896	31,741	11,815	7,893	45,235	30,197	10,048	7,036	21,120
	„ 1897	29,489	11,971	5,308	36,117	31,253	10,141	7,846	24,122
		−2,252	+156	−2,585	−9,118	+1,056	+93	+810	+3,102
Nirmali	1st half 1896	15,511	7,688	21,224	88,611	16,229	6,457	2,677	11,515
	„ 1897	22,900	7,995	9,354	32,720	17,152	6,682	3,627	11,808
		+7,389	+287	−11,870	−55,891	+923	+225	+950	+293
Samastipur	1st half 1896	95,425	24,176	4,941	11,561	97,144	28,581	14,002	30,665
	„ 1897	89,341	27,667	5,763	16,324	96,756	28,719	14,480	26,985
		−6,084	+3,491	+822	+4,763	−388	+138	+478	−3,680
Dalsing Sarai	1st half 1896	56,303	15,524	5,409	17,510	53,971	12,401	11,325	26,207
	„ 1897	53,140	14,248	6,978	25,760	40,766	14,513	9,659	16,890
		−3,163	−1,276	+1,569	+8,250	−13,205	+2,112	−1,666	−9,317
Bettiah	1st half 1896	35,394	19,779	3,356	15,993	27,256	17,710	5,624	28,482
	„ 1897	25,441	16,812	4,382	18,804	35,265	15,274	13,027	55,932
		−9,953	−2,967	+1,026	+2,811	+8,009	−2,436	+7,403	+27,450
Segowlie	1st half 1896	23,038	9,146	5,321	21,881	20,868	8,420	3,990	29,043
	„ 1897	25,504	11,055	3,105	11,272	25,570	10,991	6,377	28,949
		+2,466	+1,907	−2,216	−10,609	+4,702	+2,571	+2,387	−94
Motihari	1st half 1896	44,078	19,684	1,844	7,708	52,726	13,957	5,207	26,588
	„ 1897	57,605	20,885	2,228	7,410	59,046	20,108	8,148	34,697
		+13,527	+1,201	+384	−298	+6,320	+1,147	+2,941	+8,099

The decreases in the outward traffic at Sitamarhi, Darbhanga, Sakri, Nirmali and Segowlie are due to a failure of the rice crop.
The increase at Bettiah is due to increased export of rice.
The increases at Samastipur and Dalsing Sarai are due to increased export of grain and other crops.

Mr. A. Izat.

24th Mar. 1898.

(*President.*)—You are Agent and Chief Engineer of the Bengal and North-Western Railway?—Yes.

You had some correspondence with the Government about the difficulty of getting labour on your works?—There was a little, not very much.

It didn't last long?—No.

(*Mr. Higham.*)—I understand that you considered the supply of labour to the railway works was injuriously affected by the opening of relief works?—In a measure certainly I thought so.

All works?—Taken generally I should say they were.

What particular works were most seriously affected?—There was no special serious effect. We didn't push on with the works. We just let them lie.

What were the wages that you paid for daily labour?—Two and a half annas per man, 1½ annas per woman. We had very little daily labour. Our labour is chiefly paid by the monthly wage.

The rates you maintained were the rates you ordinarily paid?—Yes.

When the price of grain became high, did you raise the wage?—I don't think so. Those of our monthly people who get less than R6 a month got one rupee extra while the price of grain was dearer than 11 seers per rupee.

Does that include daily labourers?—No. There are very few daily labourers employed.

What are your rates for contract for earth-work?—R1-12, R1-14 and R2 according to the height of the bank and lead. That is the initial rate.

For extra lift and lead?—I think it is one anna per thousand feet extra for every foot over four feet for lift.

These are the rates you pay contractors?—Yes.

If you pay the contractor R1-12, how much of that would he pay the labourers?—I cannot say.

Less than R1-8?—Probably between R1-4 and R1-8.

Were you forced to raise your rates as prices rose?—I don't think we varied our rates very much. There was no special increase in rates made.

You employ solely labourers of the professional class (Loonias)?—We took every one. There were a good many Loonias. But the greater proportion comes from villages in ordinary times.

Is it not the case that there was an unusual emigration of Loonias in October 1896?—I believe there was.

That is about the time your working season commences?—Yes.

Would not that affect the supply of labour?—It would in a measure.

When did relief works begin in your neighbourhood?—I really cannot say. We have it on evidence that it began in January 1897.

It is in Gorakhpur that your work lies?—My work is scattered very much.

You cannot say that the difficulty was more marked in one district than in another?—No, certainly not.

When did you first begin to find difficulty about labour?—Probably some time between January and March.

In March in all years labour goes to harvest?—Yes. We always expect it to go off then.

The rate paid on relief works in the Gorakhpur District after March was R1-14 per thousand feet. There was no question of supporting old people or children. The people came from villages and they were paid according to the amount of work done, and nothing else was given. How does that compare with your rates?—I should think it is much the same as we were giving on the railway, but in the case of relief works the labourer had the work at his door, which is the important point.

Supposing there had been no relief works, do you suppose you could have afforded to employ all who came to you at that rate?—That is a difficult matter to say. We could have employed a great many more than we did. Of course we could not have taken the infirm and young.

As regards piece-work in Gorakhpur, the advantage in favour of relief works is simply that they were nearer to the people's homes?—I think so.

From what distance do you attract labour?—They sometimes come a long distance. Loonias come from 50 or 60 miles, and live on the works. The villager does not go beyond his village.

Before the piece-work system there was a system of daily wage in which the head of the family or male digger was paid 1 anna 6 pies a day against 2½ annas that you paid on the railway. I suppose you would say that in that case, taking the earnings of the family as a whole, the advantage to the railway is lost?—Yes.

What is the constitution of the family you have in mind?—One male, one female, one old female relative quite incapable of working and four children.

Would the children be capable of working?—I don't know; they have got to be supported.

Suppose two are over seven and the others infants?—Probably.

Then they would get as follows: man 1 anna 6 pies, woman 1 anna, old female 9 pies, 2 children 1 anna 3 pies, and 2 infants 6 pies: Total 5 annas on works?—Probably.

If the relief works were closed the man and woman would have to go to your works?—Probably.

If they go as daily labourers you would pay 4 annas?—Yes.

Was this the difference then, that the family as a whole would make 1 anna more on the relief work?—Yes.

Did they work on Sunday?—They generally take one day in the week for bazar and get nothing for that day.

So the Sunday wage is another advantage on relief works?—Yes.

Do you think the 5 annas paid to a family is extravagant?—It is difficult to say. We paid our monthly people (coolies) from R4-8 to R5 a month.

Would these monthly people have a family of that sort to support?—I should say some had. Private servants are paid in much the same way.

You cannot hazard an opinion as to whether this wage is unduly high?—I should not say it is extravagant. Perhaps a native would think it a very good wage for this part of the country.

On piece-work when the price of grain is at its highest, I suppose it is only really able-bodied men that can earn a subsistence for themselves and their families?—Yes.

Do you believe the ordinary relief labourer, if sent to the railway and told to earn as much as he could, he would be able to earn enough for himself and his family?—After the first fortnight he would probably. In the first fortnight he would blister his hands.

Do you think if he could get over the first fortnight he would get as much?—I think so. I think where the competition comes in is in giving the work close to their homes. I don't think the rate has had much to do with the competition. The people prefer to stay near their homes.

Your opinion is that they should get a distance test?—Yes.

That is a system that might be adopted as regards labourers in a village, but in addition to labourers there are many people who have a little land or cattle to attend to?—Well, these people might leave one or two members of their family to look after that.

The difficulty is to send them 20 or 30 miles away. They have fields and cattle, so if the labourers go away more field work falls on the rest?—There would be a certain number of old men, also women and children, to look after their fields. I think I am right in saying that in the Bombay famine of 1877 there was a distance test of 20 to 30 miles laid down.

We found in some Provinces many labourers have gone 20 to 30 miles, but all won't go. Some were so situated that partly on account of their land and belongings and partly on account of other reasons you could not expect them to go this distance. If relieved at all, they must be relieved at some moderate distance from their homes?—I think as many as possible should be sent a long distance from their homes.

Did you raise your rates in order to meet the competition of relief works?—I don't think so.

You would not object to the rates we paid, provided we took the people further away?—No, I would not object.

We should not employ them so close to their homes?—No.

Do you think relief works operated to keep many of the professional labourers, the regular railway navvies, from the

railway?—I should say a good number. They would prefer to have their work at their houses to going a distance.

You are making allowance for emigration to Assam in the early part of the season. Do you think relief works affected the supply?—Yes; in a certain measure. We always have emigration to Calcutta and other places.

You are aware that on relief works no navvy could possibly earn for himself more than 1½ annas a day?—I have not gone into that matter at all.

When Loonias attended your works, did they come accompanied by their families?—Yes.

A typical family could only get 5 annas, but some families of professionals would get more?—I think if they make 5 annas they do very well.

Really able-bodied?—Yes.

(*Mr. Holderness.*)—Perhaps you can tell us whether the districts traversed by your railway export or import grain?—They chiefly export.

I don't think you touch the Azamgarh District?—No. That refers to Gorakhpur, Basti, Bahraich and Gonda.

I suppose you frequently have travelled over these districts?—Yes.

What was your impression as to the severity of the famine?—My impression was that there was considerable distress among the aged and infirm and the young people. I think the raiyat made money. I think most of them had grain to sell.

Was there an extensive failure of crops?—Only of the rice crop.

Was that followed by a good spring crop?—An especially good *rabi* crop throughout the districts.

You saw it?—Yes; and statistics prove it. This table* shows there was a larger grain outward traffic during the second-half of 1896 than in the second-half of 1895.

Do you call the second-half of 1896 a period of brisk traffic?—Yes; about 50 per cent. more than in 1895.

The first-half of 1896 also shows an increase?—Yes. The exports were beyond the limits of the railway.

As regards the inward traffic?—It is generally less.

The conclusion is that during the 12 months, from 1st July 1896 to the 30th June 1897, there was a considerable outward traffic of grain?—Yes.

Did Burma rice come in?—Yes.

In considerable quantities?— Yes; in large quantities.

Your opinion is that the raiyat did not suffer?—I think he made money.

In villages did agricultural labourers suffer?—I think it is possible they suffered.

Therefore you are not prepared to say that relief works were not necessary?—No. I am not prepared to say that. In fact for the aged, infirm, and children they were very necessary.

Your railway system covers a part of Behar?—Yes.

What was your opinion as to distress there?—In all rice-producing parts there was a tremendous diminution of export.

Your observation was that there was a great failure of the rice crop?—Yes.

Was there any difference between the character of the distress in Bengal and the North-Western Provinces?—I didn't see much of Bengal.

Bengal imported a considerable amount of grain?—Yes, from the North-Western Provinces and Burma. Saran always imports; Champaran does not show as having imported very much. Darbhanga exported in excess of the previous year.

Darbhanga imported in the second-half of 1896?—Yes; there were more imports than exports.

Since the railway system started in that part of the country, do you think that wages of ordinary labourers have gone up?—Perhaps a little, not much.

As far as you have observed, has there been much extension of cultivation?—Yes, very much since the railway was opened.

It has been alleged that railways are injuring the cart traffic. Is that your opinion?—I don't think so.

Now do you think these districts have recovered from famine?—Yes, they are busy exporting rice from Tirhoot.

What was the rabi like?—Very good.

(*President.*)—Is the export going to Calcutta?—Yes; Bara Banki and other stations are sending away large quantities. It is all going to Calcutta.

(*Mr. Holderness.*)—Is any going to Bombay?—None from our districts.

It can go now?—Yes.

Generally do you think these districts in the North-Western Provinces are fairly prosperous?—I think so.

Is any great poverty visible?—Some of the population always lives from hand to mouth.

Do you think the proportion of those who live from hand to mouth has increased?—I do not think so.

Have you seen a famine before?—I was all through the Bombay famine.

How do you compare this with the Bombay famine?—I would not call this a famine compared with the Bombay famine. In our districts there could hardly be a proper famine. If the people choose to exert themselves they could always keep themselves going.

Do they show any energy?—Yes. These *rabi* crops were raised entirely by *kutcha* wells.

In the Bombay famine there was great mortality among the cattle?—Yes. There was no fodder.

I suppose you did not hear in this famine that they were losing their cattle?—I don't think so. Cattle were in good condition and fodder plentiful.

Where does your observation extend from?—I was through Azamgarh, Benares, the Tirhoot District, a part of Champaran and Monghyr.

This was not a famine as compared with Bombay?—No. I noticed that in Bengal some of the districts did suffer. That was ascribed to the people devoting themselves to the cultivation of rice.

And the profits are greater in rice?—Yes, than in wheat.

Did Government give advances for wells?—Yes.

Have you any suggestions to make as to the managing of a future famine?—I have nothing to suggest.

Was it your general impression that the relief given was excessive or adequate?—I think it was all wanted.

(*President.*)—Can you compare Azamgarh with Gorakhpur?—I should think Gorakhpur is a very much richer district. It is more capable of raising crops. Azamgarh grows sugar which brings in a large sum of money. The appearance of the country is more desolate.

In comparing the Bombay famine with the recent one you would make allowances for the fact that relief operations were begun earlier here?—Yes. You must remember that in Bombay people have not the same means of helping themselves. A well in Bombay would take some months to dig, a man here will dig one in a couple of days.

(*Mr. Stoker.*)—Can you throw any light on the subject of the stocks of grains in existence just before this famine?—In the second-half of 1896 the export of the grain traffic was brisk; that shows there must have been a good deal of grain in the country.

These large exports in the latter half of 1896 were probably from existing stocks?—There might have been stocks in hand previously.

Do you think there were large stocks of grain during the famine which were not produced?—It is difficult to say.

Was there anything in the character of the grain, was it old grain, which would indicate that?—I could not say.

You have no idea what food-supply the people ordinarily have?—I have no opinion on the point.

I suppose merchants were exporting?—Yes, merchants large and small.

* Pages 88 and 89.

SURGEON-LIEUTENANT-COLONEL S. J. THOMSON, C.I.E., D.P.H. (CAMB.), Sanitary Commissioner, North-Western Provinces and Oudh, called in and examined.

Surgn.-Lieut.-Col. S. J. Thomson.

24th Mar. 1898.

I put in a written answers to the Commission's questions.

*15. Judged from the mortality of the famine period, I consider the relief has been successful. The excess mortality of 3·26 per mille is very low when one considers the lessened power of resistance to disease which must follow scarcity or famine, and the exposure which, to some extent, necessarily follows employment on relief works.

17. I have not been able to trace any connection between changes of system and the death-rate.

44, 45, 46. The Famine Code says very little definitely about the sanitary procedure to be adopted on relief works, poor-houses, etc. I consider the system elaborated and adopted in these provinces to maintain the health of the people was a most important feature in keeping down the death-rate, notably as regards epidemic disease. The system is described in my memorandum attached to the report on the famine in the North-Western Provinces and Oudh.

57(ii). I consider that the construction and improvement of village tanks is likely to materially improve the sanitary condition of villages.

77. There is a natural objection to leaving home and going on a relief work, and this was especially noticeable among the hill tribes in the south of Bundelkhand. Here the people often came on the works so reduced that sufficient food brought on dysentery and diarrhœa, which often proved fatal. But, as a rule, people, once on the works, seemed happy and contented.

103. From a sanitary point of view I am in favour of paying a minimum wage on Sunday and allowing a rest day. It gives the staff a rest, and the workers can be made to bathe, wash their clothes, and clear up any temporary huts, etc.

120. I think the officers of the Public Works Department can carry out all the conservancy arrangements, etc., satisfactorily, but I think periodical visits by members of a special sanitary staff very desirable.

176. The mortality in poor-houses was high, and this was necessarily the case, inasmuch as the population consisted mostly of beggars, lepers, cripples, and all the waifs and strays of society.

178. I formed the opinion that the famine was so severe that the ordinary fountain of charity had almost dried up.

180. The poor-house ration in the Famine Code is sufficient; but inasmuch as the poor-houses were practically infirmaries, the diet had often to be modified and altered to suit particular cases.

181. It was found in practice that the rules were capable of amplification and improvement. I consider those now embodied in the new Code for these provinces (1898) to be explicit and suitable.

198. I am of opinion that the issue of cooked food to children is frequently necessary, as parents cannot always be trusted to expend money doles on the children.

248. The ratio of deaths per thousand of population in the famine area of the provinces for the five-year period 1891—95 was 32·32. The ratio during 1896 was 33·33.

249. The higher ratio of mortality was due to some extent directly to scarcity, but mostly to the reduction of stamina and power of resistance to disease, resulting in people succumbing to attacks of ordinary diseases, such as malarial fever, which in ordinary times they would have survived.

250. The small increase in mortality over the normal I attribute to—

(1) a greatly diminished prevalence of malarial fever in the autumn of 1896 as a consequence of the premature cessation of the rains;

(2) the efficiency of relief measures;

(3) the early stamping out of epidemic disease.

This is the order in which I should place these factors up to the end of 1896. But as regards the whole period of the famine, including the very severe epidemic of fever which ensued in 1897, perhaps the second factor should be placed first.

251 and 252. I can best answer these questions in a general manner. The attached table shows the rainfall, the total death-rate, and the death-rate from cholera in these provinces for ten years prior to 1896 and for 1896 :—

Year.	Total death-rate per 1,000 of population.	Death-rate from cholera per 1,000 of population.	Actual rainfall in inches.
1886	33·27	·78	42·05
1887	35·86	4·54	39·99
1888	30·06	·42	45·90
1889	31·11	1·69	43·15
1890	37·27	1·82	45·19
1891	31·14	3·60	43·43
1892	34·11	4·15	37·69
1893	24·10	·26	47·42
1894	42·51	3·90	59·14
1895	29·13	1·10	38·11
1896	33·32	1·47	23·69

The figures are not conclusive, but have some value. The greatest rainfall was in 1894, and this year was the most unhealthy of the series. Cholera was severe. But the next heaviest rainfall was in 1893, and this was the healthiest year of all and cholera was almost absent. The year 1888, with a heavy rainfall, was also healthy, there being very little cholera. On the other hand, the year 1887 was a comparatively dry year, but decidedly unhealthy; cholera was very severe. The year 1892 was also a comparatively dry year, but the mortality was high, and this result was again principally due to cholera. The dry year 1895 was healthy, and there was very little cholera. In two out of the three driest years mortality was high on account of cholera, the average death-rate from this cause being 3·26. As a result of a consideration of known facts and the figures set forth, I am inclined to consider that a wet year is usually an unhealthy year on account of the large emanation of malaria following the cessation of the rains, and that, *cæteris paribus*, a dry year would be a healthy one but for the increased risk of cholera appearing in a severe and epidemic form. The mean rainfall for the decennial period prior to 1896 is 44·19 inches. In this decennial period there were six years in which the rainfall was below the mean. The mean death-rate for the decennial period referred to was 32·85. The mean death-rate for the six years in which the rainfall was below the decennial mean was 32·43; practically the same.

For cholera the figures are—decennial mean, 2·15; mean of dry years, 2·54.

Of course there are fallacies about these deductions, but the facts seem established that—

(1) a wet year is an unhealthy year on account of malaria;

(2) conversely, a dry year should be a healthy year, but cholera in such times is to be expected, and is a most important factor in affecting the death-rate. This is probably principally due to the drought leading to a short supply of potable water and the concentration of impurities therein. But the influence of high temperature is also to be thought of.

Judging from the data at my disposal, I should have expected the year 1896 and the first half of 1897, apart from scarcity, to have had a low general death-rate on account of the reduced production of malaria, but I should have anticipated that extensive epidemics of cholera would probably, to a great extent, have counterbalanced this gain.

253. In the worst areas and where large numbers of people were on relief works, there was a considerable increase in the deaths from dysentery and diarrhœa. This was due principally to the great numbers of people who came on the works, with digestion much impaired by privations, and in many cases no doubt with more or less atrophy of the absorbing glands of the intestines. Exposure, wet, and cold were also no doubt responsible for many cases on relief works. The death-rate from these causes for the entire provinces was very slightly above the normal.

In certain localities *khassari dal*, on account of its cheapness, was imported, but the use of this was stopped

* The numbers refer to the questions drawn up by the Commission.

where possible, and the authorities were warned of its deleterious qualities. A certain amount of diarrhœa and dysentery was also no doubt due in some localities to people resorting to berries and various jungle products for food.

254. I consider the diet supplied to the relief workers, poor-house inmates, etc., to have been sufficient. But I am strongly in favour of supplying the very young children with cooked food instead of giving money doles to the parents. The feeding of the somewhat elder children is always difficult to control, inasmuch as the older steal from the younger and the strong from the weak, and this can only be prevented when the parents take sufficient pains. Children in poor-houses almost always improved in a marked way, unless suffering from advanced disease.

255. I can call to mind no cases in which death was directly due to starvation itself, but no doubt there were many instances where people came on the works so late that they were unable to digest and absorb food when it was supplied to them.

The mortality was greater among men than women and highest among the very young and very old. Parents frequently tried to save the money doles instead of spending it on food for the children, and cooked food was therefore frequently issued to children.

256. This is answered in 255. People clung with great pertinacity to their homes in many cases, and did not come on the works until they were greatly reduced and emaciated.

257. I consider the measures of relief to have been excellent and they were made more and more perfect as time went on. I consider the low mortality from epidemic disease to point clearly to the efficiency of the sanitary arrangements detailed in my memorandum. The water supply was most carefully guarded and protected.

258. Yes.

259. The information is given in the following table :—

Population according to census of 1872 and 1891.		Increase.	Increase per annum.	Increase per cent. per annum.
1872.	1891.			
42,724,741	46,904,791	4,180,050	167,202	·38

260.

Years.	Birth-rate.	Death-rate.	Excess of births over deaths per 1,000 of population.	Excess of deaths over births per 1,000 of population.
1879	28·69	44·81	...	16·13
1880	33·55	29·99	3·56	...
1881	40·34	31·79	8·55	...
1882	37·54	33·67	3·87	...
1883	40·84	27·57	13·27	...
1884	43·77	35·26	8·51	...
1885	41·24	31·98	9·26	...
1886	37·62	33·27	4·35	...
1887	36·74	35·86	2·88	...
1888	38·25	30·08	8·17	...
1889	36·93	31·11	5·82	...
1890	39·70	37·27	2·43	...
1891	33·26	31·14	2·12	...
1892	36·17	34·11	2·06	...
1893	40·96	24·10	16·85	...
1894	39·70	42·51	...	2·81
1895	34·90	29·13	5·77	...
1896	35·40	33·32	2·08	...

The above table gives the birth-rate and death-rate for each year from 1879 to 1896. The figures previous to 1879 are not sufficiently reliable to be worth quoting. Birth registration only commenced in 1879.

The table indicates the great vicissitudes to which the public health in India is subject. There is no evidence of a continuous rise or fall in either the birth-rate or the death-rate.

During the last quinquennial period there has been a distinct retardation of the increase of the growth of the population in the eastern districts, and this is probably due to congestion of population and agricultural depression.

The subjoined table, taken from the Government Review of the Annual Sanitary Report for these Provinces for 1895, brings out this point very well, and also shows the high birth-rate persisting in the western districts :—

Division.	District.	Birth-rate.		Death-rate.	
		1895.	Mean, 1890—94.	1895.	Mean, 1890—94.
Rohilkhand	Bijnor	43·83	41·47	39·83	36·19
	Moradabad	47·04	46·19	37·61	39·90
	Bareilly	44·13	44·21	34·08	31·86
	Pilibhit	43·54	43·13	37·72	33·12
	Budaun	43·39	40·75	26·62	27·76
	Shahjahanpur	44·71	43·88	35·33	36·14
Allahabad	Cawnpore	37·29	36·93	25·36	37·17
	Fatehpur	36·50	37·60	21·71	39·89
	Hamirpur	30·33	40·49	40·89	38·49
	Banda	26·36	32·03	23·33	33·79
	Allahabad	27·20	32·56	21·78	33·17
	Jalaun	32·37	41·19	29·97	38·79
	Jhansi	26·06	37·53	25·15	33·51
Gorakhpur	Gorakhpur	29·15	33·03	25·28	29·97
	Basti	27·62	34·90	34·75	29·33
	Azamgarh	21·88	31·42	23·44	31·24
Benares	Ghazipur	23·74	27·51	25·12	27·16
	Ballia	24·81	31·13	20·71	28·04
	Benares	25·52	29·49	33·14	32·07
	Mirzapur	28·83	35·85	26·62	34·01
	Jaunpur	25·00	33·37	24·62	30·97

261. See table below :—

Year.	Increase of population per cent. per annum.	Decrease of population per cent. per annum.	Remarks.
1881	·85	...	
1882	·39	...	
1883	1·33	...	
1884	·85	...	
1885	·93	...	
1886	·43	...	
1887	·29	...	
1888	·83	...	
1889	·58	...	
1890	·24	...	
Average	·67	...	
1891	·21	...	
1892	·20	...	
1893	1·68	...	
1894	...	·28	
1895	·59	...	
1896	·21	...	

263. The most important factor probably in the growth of the population is the preservation of peace, enabling the cultivators to get the most food out of the soil. Probably the next most important is vaccination, and then improved sanitation and the prevention of infanticide and famine.

268, 271, and 272. I will answer these together. I regard the immediate effects of irrigation as favourable to increased growth of population. It is a fact that ill-designed irrigation works resulting in waterlogging of the soil may (and have in some localities done so) lead to such an evolution of malaria that the poisoning of the system would result in sterility in even the best fed people. But this waterlogging of the soil is now being removed by drainage schemes. Moreover, big crops mean good wages and full employment, and there is money to spare for good houses, warm clothes, etc. I do not anticipate that the effects of well-designed irrigation operations will ever neutralize the

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effects of plenteous food as regards the growth of the population.

Deficient food, due to over-population of a locality and consequent over-supply of labour, is, I consider, the most important factor in arresting the growth of a population. The figures in the birth tables attached to my memorandum attest the fact that fecundity is very much arrested by scarcity; and there is, moreover, the fact that even if the birth-rate of a community is very high, the death-rate is also high, since the children hurried into the world are less fitted for the struggle for life and easily succumb to disease.

There must come a time in even the most fertile parts of India when the people are in excess, and then scarcity will begin to operate. It is certain, however, that improved methods of agriculture can, as education extends, lead to increased crops being raised, and there are thousands of acres capable of cultivation if the proceeding be remunerative.

The retardation of growth of population in these provinces for some time to come is only likely to be well marked in a year succeeding a year of scarcity or in one of excessive disease. No expectation, in my opinion, is to be entertained that the people will in any way exercise control as regards the propagation of children. But I anticipate that emigration, if not from India, at least to centres of full employment and demand, such as Bombay or Cawnpore, will increase steadily. There are thousands of weavers, *dhobis*, etc., from Oudh and other localities now working in distant parts of India, such as Bombay, and periodically returning for short periods to their homes. It is certain that the fathers of these men would never have shown similar enterprise.

(*President.*)—Were you Sanitary Commissioner throughout the famine?—Yes.

(*Dr. Richardson.*)—You have personally visited all the famine-stricken districts?—Yes, all.

You saw the people at the time they came to relief works?—I was through both famines and I was down in Banda at intervals all through.

Did people coming to works seem to be suffering from distress, judging from their physical condition?—Yes, especially the very old people and young children. They seemed to show it most. At first they were not so bad as later on. The adults did not at first show it generally as much as the young and old.

We have heard just now that the young adult women seemed to suffer less than the men?—Yes, that is so.

To what do you attribute this good condition on the part of the women, in comparison with the men?—I do not think the difference was so marked as to make it at all noticeable, nor so as to attract particular observation. The men had probably been more hard worked and the women were more at home. The women moreover would have more control over what food there was and have an opportunity of taking more for themselves.

Did the people generally come readily to relief works or did they delay?—I think the rule was that they came dangerously late. That was particularly the case in the south of Allahabad and in all hill districts. The Kols and others came so emaciated and half-starved that the effect of giving them a full meal was to bring on diarrhœa or dysentery, and that caused very heavy mortality. It was frequently the case that they would come *en masse*. The best results were where people came gradually. The Kols in a village would stop till late, then they would have a meeting and come to the conclusion that they had better come on to relief, upon which the village would flock in.

(*Mr. Holderness.*)—Of what point of the famine are you speaking?—The cold weather of 1896 and the beginning of 1897.

(*Dr Richardson.*)—How would you propose to deal with such cases. Would you bring relief to the villages?—It is very difficult to take relief to such people. They have supplies of jungle products, such as berries and nuts, which enable them to hold out longer than a population entirely dependent on field crops. Moreover, they are shy people and have a greater natural objection to leaving their villages.

You mention the fatal tendency on the part of many to save their wages. How did you ascertain this?—It was the general opinion of many people. People who died were occasionally found to have money, and more particularly when enquiring into the health of children the people in charge of gangs said that the parents did not spend the money on the children, but were always attempting to save it. I am quoting the general opinion I gathered.

Is there any way of getting round this tendency?—What was found the most efficacious was the issue of cooked food to children, instead of giving them money.

And children improved?—Yes. It was the rule for children to improve in poor-houses, where the thing could be supervised.

You say there were two famines, the first in the spring of 1896 to June 1896, and confined to Bundelkhand. Did this leave the people in a reduced condition?—Yes.

And they started badly in the second famine?—Yes. The interval was very short. There was a marked fall in the death-rate between the two famines.

(*President.*)—I suppose when you say that the death-rate was generally low in the interval between the two famines, you would expect it to be low in so dry an autumn?—That no doubt explains the fact that for a few months it was below the mean in the Provinces. Districts which in an ordinary year show a high death-rate from fever were remarkably low. September and October showed there was an actual pause in the death-rate.

(*Dr. Richardson.*)—The death-rate began to rise in January 1897 and rose till May, when it fell. You assign the fall to the coming in of the *rabi* crop into the market. How would that affect it?—To there being a little more grain available.

It has been supposed that fresh grain tends to raise the mortality?—Still the people were so reduced that any grain would be better than none.

The rates of mortality were nowhere high even in the worst districts in July?—No (*vide* page 126 of Volume II).

You say that fever was in all cases assigned as the chief cause of death. Was this ordinary malarial fever of the country?—At first there were suspicions that it might be relapsing fever, especially in Hamirpur. The Civil Surgeon and I saw a large number of cases. We found that it was nothing but ordinary malarial fever.

There was no suspicion of its being contagious or infectious?—No. It was impossible to trace anything of an infectious character about it. In the instructions we issued in 1896 special attention was called to relapsing fever and everybody was on the look-out for it.

Many doubts have been expressed as to the accuracy of the registration of births and deaths. You have devoted a good deal of attention to it?—Yes. As soon as the famine was established I issued a Circular to all officers requesting them to organise arrangements as soon as possible to ensure an accurate record being kept. Unquestionably a certain number may have escaped, but there was nothing to lead us to believe that it was at all extensive.

Do you think more escaped registration during the famine year than during the preceding year?—As regards strangers there is a risk that that would happen. Many of our works were established in the neighbourhood of villages and the villagers from these constituted the greater proportion of the people on works, so the chowkidars would know who had not returned to the villages afterwards. When a person died the chowkidar knew of the death as a rule, so I don't think there was very much inaccuracy.

(*Mr. Holderness.*)—In the case of people who came from a distance, they were registered there as well?—The registration was carried out on all works.

(*Dr. Richardson.*)—Was there a separate agency for registering deaths on works?—Yes, in theory.

The chowkidar of the village was not responsible for registration?—Not for those who lived on works.

On the whole the registration in ordinary years is astonishingly accurate?—Yes. The Police and chowkidars knew the system and they were fully impressed with the importance of accuracy.

(*Mr. Holderness.*)—There is no special rule as to the return of deaths?—No.

Is that a defect?—It might be well to have some addition made with regard to registration.

(*Dr. Richardson.*)—You think a special agency in addition to the present is required to deal with deaths on relief works?—I think the existing agency worked very well. If you have some inspecting officers it would be good.

On the whole you are satisfied that the general results are accurate?—I think the registration was very fairly done; although in Banda, for instance, where the people bolted on account of the cholera, no doubt it was understated.

As a matter of fact you had no epidemic in 1897?—Several; most of them were arrested early. There was one in Allahabad in March 1897.

Localised outbreak?—It did not spread over a very large area. It was confined to the south of the river.

In what tahsils?—I forget. It was very soon controlled by the breaking up of the gangs.

You say (page 126, Volume II) the general result was that whereas the normal mortality in the famine districts for the decennial period previous to 1896 was 29·94; during the period of famine prevalence in 1896-97, that is, from 1st September 1896 to 31st July 1897, it was 33·95. Was the fact that the increase was so small due solely to efficiency of medical arrangements?—I consider it was due to the causes mentioned in pages 125 and 126 of the memorandum, Volume II. I considered that the fever in 1897 was exceptionally severe. I found districts which suffered slightly had a high death-rate from fever. Saharanpur and Aligarh had an exceptional death-rate from fever, and they certainly never suffered from scarcity. I think fever was more destructive in 1897 than it would have been in another year. I think the fever in 1897 was of a severer type than usual. I think so because flourishing districts suffered more than usual. Muttra, Agra, Etawah, and Jalaun all showed very high fever rates during the autumn of 1897 and ran the total mortality up. The type of fever in autumn was very severe.

You had marvellous immunity from epidemic disease?—Yes.

To what causes do you attribute this immunity?—I think one is justified in attributing it to our arrangements.

Do you think the attention devoted to the water-supply had much to do with it?—I think it is one of the most important factors.

You tried permanganate of potassium. Did you find it very useful?—It had to be used more frequently than was supposed. It had to be used every third or fourth day.

What is your personal view as regards the efficiency of permanganate of potassium?—I think it is only useful when you use it frequently. I think the effect is to reduce the organic matter so that the microbes have nothing to live upon. Unless the permanganate of potassium is put in carefully it is not of much use.

Had you definite rules regarding the mode of applying it?—Yes.

You had no difficulty in getting a sufficiency of supplies?—No.

Scurvy was prevalent?—Yes, there was a good deal especially where you could not get vegetables. They used *amchor* and anti-scorbutics where they could get them.

It didn't prevail in anything like epidemic form?—No.

Do you think the rations of those in receipt of relief were sufficient?—I think so. The greatest difficulty was with children, because parents could not look after them sufficiently. Perhaps in a family of four or five, three would be very well nourished and the others would be half-starved. It would be very difficult to ensure that each child got its share. They would steal and snatch from each other.

Extras were largely ordered?—Very largely. On relief works there was always a gang of people who required special rations.

Did they receive these?—Very frequently there was attached to the hospital a sort of infirm gang, largely composed of children.

What was the proportion of infirm people to the whole number?—I cannot tell you. It was not a large proportion.

What do you think of the ration laid down on page 19 of the new Code as regards class H?—I think it sufficient.

(*Mr Holderness.*)—What is your opinion as regards the constituents of what is classed as the D wage. Would it be sufficient for subsistence?—It is a bare subsistence wage. You could not take any but very light labour from the people.

Do you think the amount of vegetables is sufficient?—Yes, I think sufficient.

Now as regards the grain equivalent, the old Code gives 14 chattaks of unhusked grain. The cash wage is calculated on the money value of 1¾lbs. or 14 chattaks of grain. Can you give an opinion as to whether this conversion is favourable to the labourer or the reverse?—I have not looked into the question.

In the new Code, section 104, the grain-equivalent of this ration is made 12 chattaks in place of 14 for males and 10 instead of 13 for females. I suppose as you have not looked into the question of the sufficiency in the old Code, you cannot say whether it is sufficient here?—It is difficult to answer this question.

In practice do you think the wage is sufficient?—Yes.

To what extent did the people supplement it by mowha?—Not very much, because there was no mowha in the first famine.

In the first famine you considered it sufficient?—Yes.

Do you consider it sufficient by itself?—Yes. They all economize in one direction or another. They would generally buy no ghi or oil, and would use more flour.

In Mr. Palmer's report, paragraph 8 (Volume III, page 257), the following scale is laid down for the feeding of children in kitchens:—3 oz. of rice and 3 oz. of *dhal* (weight of the uncooked grains) with ½ oz. of *ghee*, a pinch of salt, and occasionally a little turmeric or other condiment. What is your opinion as to the sufficiency of that dietary for children between 1 and 7?—I would rather calculate it out. As a matter of fact the children did thrive.

It is not too much?—I should not think so. I should like to analyze it. In practice the children did very well.

Can you express an opinion generally as to its sufficiency for a child between 7 and 10?—I should give the same answer as I did to the other question. I can only give you the results of observation.

You don't think it was too much?—No.

If a woman and man are doing the same work as carriers, is there any reason that they should have different wages?—Under the Code the male gets 14 chattaks and the female 13.

Do you think a man requires more than a woman?—Yes, I think so. He would be bigger and do more work.

As regards children from 10 to 16, should they get less than the minimum wage of men and women, do you think?—Children of 15 and 16 would be a little pinched, children over 10 would be over-fed. In a family it would work out correctly.

In dealing with the individual child, where would you draw the line as to rations? Where would you say that a child should have as much as an adult?—I think after 16, because, although they are not fully grown, they would be growing. As a matter of fact their ages were not taken into account; the children were grouped in sizes.

Have you any separate statistics as regards the mortality among the Kols?—No.

You saw them yourself?—Yes. They were the worst people I saw. They had nothing behind them but absolute starvation.

Were any efforts made to get them to come to works?—I think so. I saw the population of an entire village in Karwi come in together.

(*President*).—If it was a common matter of observation on works that parents stinted their children, and that big children robbed their brothers and sisters: does not that indicate that the parents and big children must be rather underfed?—It would in a general way. As regards the savings made, I think it is more or less characteristic of the people in this country.

As far as my knowledge of the country goes, I should not say that the poorer classes stint their children more than themselves?—Well, it came to me as a surprise. I would have expected that they would have taken care of their children in preference to themselves. Then there is of course the fact that they were very much occupied and the children were left to their own devices. I think the people who stinted their children did not spend it on themselves; they saved it up. I suppose their motive was to have some thing in hand when they got back to their villages. That would be the motive in some cases; some people wasted their money on sweetmeats.

That again seems to be a difficulty. When the rains begin, the people get back to their homes through Government closing works or altering the system; they cannot get anything to eat in their villages perhaps for some weeks, unless they get employment. Is not there a new risk in that?—It was very carefully thought out. It was felt that there would be as much occupation by September as they would have in any time of the year. People were leaving works voluntarily because they were sent for by Zemindars for their own work.

Some works were being closed earlier?—Those were matters for local consideration; generally there was labour for the people.

I suppose it might be advisable for Government to give them a certain sum to carry them on for some weeks?—That was done.

Surgn.-Lieut.-Col. S. J. Thomson.

24th Mar. 1898.

Surgn.-Lieut.-Col. S. J. Thomson.

24th Mar. 1898.

(Mr. Stoker.)—Did you observe those cases where children were neglected. What particular localities was it in? Was the distress observable among children in districts where distress was more acute and prolonged?—I don't think so.

Supplementary Note.

I am desirous of stating, with a view to making my evidence clearer, that on relief works reports of deaths were ordinarily made by the mates of gangs to the officer in charge of the works, who in his turn reported them to the police. Deaths were therefore reported in villages by the chaukidar, and on relief works by the officer in charge. Returns were all eventually prepared by the police.

This was the best system possible and worked well under ordinary circumstances, although if panic followed an outbreak of cholera it would be sometimes difficult for the mates to know if members of their gangs were dead, or had run away. Many deaths of villagers on works were no doubt reported both by the chaukidar and the mates and this fact probably to some extent neutralized any omission in reporting.

SURGEON-MAJOR W. G. P. ALPIN, M.D., Civil Surgeon of Mirzapur, called in and examined.

Surgn.-Maj. W. G. P. Alpin.

24th Mar. 1898.

I put in a written statement of evidence.

I have the honour to inform you that the directions laid down in Chapter XIV of the Famine Code, North-Western Provinces and Oudh, for the guidance of Medical Officers employed on famine duty, were in no respects departed from or expanded during the famine which recently prevailed in this district, and as I found the rules to provide for all necessary requirements, I have no suggestions to offer which would render the working of the Medical Department more efficient in cases of future famine.

As a Medical Officer was appointed to this district in connection with the famine relief operations, I had no occasion to visit the relief works, and am therefore only practically acquainted with the working of poorhouses.

I have studied Chapter VIII and Appendix F of the revised edition of the North-Western Provinces and Oudh Famine Code, and have nothing to add to the carefully thought out and explicit instructions therein laid down for the selection of a site, diet, water supply, sanitation and general management of a poor-house.

I beg to state that I have no suggestions to offer which would be of any real service to the Famine Commission or would render the revised edition of the Famine Code of more practical value.

I am, however, preparing answers to the questions drawn up by the Commission, and should I be required to give evidence, I shall, to the best of my ability, answer all questions relating to medical matters as are put to me.

I regret the delay in acknowledging receipt of the Government Order, which was due to my absence on inspection duty in the south of the district.

(President.)—Were you in Mirzapur during the famine?—Yes.

Were you there throughout the famine?—Yes. I arrived in November 1896; the famine had really begun before that.

(Dr. Richardson.)—Mirzapur District is divided into hills and plains?—Yes.

Was famine severe in the hill tracts?—Yes, very severe.

And less severe in the plains?—Yes.

You came to the district in November 1896?—I returned from leave on 9th November 1896.

Were you down towards the Sone?—I could not get down that year. I had been in the south in November 1895.

Did you see much distress amongst the people?—I thought they were much emaciated at the time, but being new to the district I believed it to be the natural condition of the wild tribes. I have since visited the country south of the Sone and found the people in a very different state of health.

Did you see any cases of death from starvation?—Not then. They were suffering even then from hard times and said that the crops had been bad.

Were they mostly Kols?—Kols and Chelas.

When were measures first taken for the relief of these people?—Nothing had been done in November 1896. Test works had been started, I believe, in October 1896 and stopped again.

They did not draw?—Presumably not.

Were they opened again?—Relief works were begun in January 1897 and poor-houses were opened in December 1896.

How many poor-houses had you in your district?—Three in Mirzapur city, one at Lalgunge, one at Robertsgunge, one at Chunar, and one at Dudi. One was started in Mirzapur in December and filled up immediately. There were 500 people in three days. The rush came from Rewa and Dobar.

Were they mostly not Mirzapur people?—Not the first rush. I think the majority belonged to Native States.

Were they in a bad condition?—They were extremely emaciated and many were in a dying state.

How long after they came, do you remember, did they die?—Twelve died within 12 days of coming into the poor-house.

Did you notice whether these had come from outside districts?—I cannot say.

This was in the city?—Yes. There were three ultimately in the city.

Did the numbers go on increasing?—Yes. In January the average daily number of inmates in all the poor-houses was 2,165.

What was the greatest number they attained in 1897?—In February 1897 the average daily number was 3,594, and after that they went down.

(President.)—Were all the people incapable of work?—The great majority were unfit for work. The average daily number of sick in the poor-houses in the month of February was 640, and in March 984.

(Dr. Richardson.)—I presume you drafted them off as they got into condition to relief works?—Yes. They were sent to the relief works nearest their village.

At the same time were relief works going on?—Yes.

Did you see some of the first batches?—Yes. I visited relief works near the city. There were about 4,000 on the relief works in January and the people were still rushing on to the works.

Do you think relief works should have been opened earlier?—In my opinion relief works should have been started in September or October 1896 at the latest.

What was the physical condition of people on relief works like?—Early in the year numbers were greatly emaciated, and unfit for work. All such were advised to go into a poor-house.

Had they come from a distance?—They came from Dobar and Rewa; not a very great distance.

Did you visit any of the relief works opened in the hilly parts of the Sone?—Not till May.

When were they opened?—About January.

Do you know if they filled quickly?—Yes.

Had you any difficulty in getting a large number?—When relief works were first opened some difficulty was experienced. Kols and other aboriginal tribes were with the greatest difficulty induced to go to the works. Many wandered about the jungles living on roots and berries, and went on to relief works, or entered poor-houses, when reduced to a stage of extreme emaciation.

Did many die?—A great many did.

Was there any system of bringing relief to villages?—Yes, gratuitous relief was introduced.

Have you experience of that?—I have no practical experience.

Was the mortality very great in the poor-houses?—Very great.

I see in December there were 12 deaths, in January 260, in February 440, in March 566, in April 210, in May 178, in June 217, in July 289; then they fell off?—Yes, the month of greatest mortality was March.

From what diseases did they die?—A great number from dysentery and diarrhœa.

Would you put these diseases down as so-called famine diseases?—Yes. The people had been so long without food that anything they could pick up in the shape of food was devoured, and their digestions thereby upset.

Was there much mahua?—A fairly good crop.

Was there a sufficient amount of medical assistance?—Not at first, but by the middle of January 1897 we had a sufficient number of medical subordinates.

Did you employ the vaccination staff?—Yes, a great deal, especially in poor-houses; also retired Hospital Assistants and compounders.

Did you find the poor-house ration sufficient to keep them in condition?—I had to change it very soon. I found that *chuppaties* could not be digested, and caused diarrhœa and dysentery.

What did you substitute?—For the first seven days after admission all people received *dullia* and *dhal* and rice. When accustomed to food, and found to be digesting it, a more liberal diet was issued.

Did you give this to the whole of the inmates?—On first arrival for seven days.

Then you had a free hand to give what you chose?—Quite.

In the hospitals there were plenty of medical comforts, I suppose?—Yes, Mellin's food, tinned milk, etc.

A good deal of these things must have been wasted. Considering the condition of the people I suppose nothing could have saved them?—Yes. They came too late.

Was there any epidemic disease in your district?—There was cholera on one or two relief works.

There was no great mortality?—No.

How did you deal with these outbreaks?—Camps were removed, wells disinfected with permanganate of potassium, huts destroyed and people segregated.

To which of these remedies do you attribute the chief benefit?—To the disinfection of wells by permanganate of potassium.

Did you ever disinfect the wells before the cholera appeared?—No, not before.

Had you any small-pox?—Very few cases.

It is a well-vaccinated district, is it not?—The south part is.

Have you any doubts as to the adequacy of the diet given to relief work people?—I think the minimum scale of ration is hardly sufficient.

What would you propose instead?—I would increase that. I would give them all a full diet. I was informed by natives that it does not take much to keep a native alive and healthy. What he requires is regular diet.

It was regularity, not the quantity or quality of diet, that had to be attended to?—Yes.

What is your opinion about the registration of deaths?—The deaths could not have been accurately registered as most of the village chowkidars were themselves on relief works. They are not Government servants, but are paid by the zamindars.

Do you think a good many of the deaths escaped registration?—I certainly think so. I judge that from my jail returns. In the jail the death-rate was 102 per thousand and the prisoners were well fed and particularly well cared for. Many of the prisoners were in a bad state of health on their admission into jail. Certainly they were received in a bad state.

Surgn.-Maj. W. G. P. Alpin.

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(*Mr. Holderness.*)—Is that higher than the normal?—Yes, last year it was 64.

Is this defective registration chiefly in the tract south of the Sone?—All over the district.

(*President.*)—Especially in a year of famine?—Yes, all the chowkidars are themselves on relief works, being poverty stricken.

(*Dr. Richardson.*)—Had you any severe epidemic of fever in the city, owing to the rains?—No.

Were there any orphanages?—Yes, there was one at Mirzapur. I think there were about four or five hundred orphans in it.

Were they fairly healthy?—Not at first, but they picked up soon.

Did they seem to die regardless of treatment?—No. They didn't suffer from any special disease.

Was there any *cancrum oris*?—Only at first.

Did it spread?—No.

What became of these orphans?—A certain number was adopted by natives, the majority were sent back to relatives: people came back and claimed some and a certain number went to missions.

Where had they come from?—The majority from different poor-houses.

You say in the plains tracts you had not famine?—We had only scarcity. Towards Gobigunge it was slightly pinched.

(*Mr. Holderness.*)—I think you said you visited the south of the district in 1895?—Yes.

When did you next visit it?—In January 1898.

What relief works did you see?—Near Robertsgunge, Mirzapur, and Sitakan road.

In the early part of the famine?—Yes.

You did not see them very often?—No.

You think the mortality is understated?—Yes.

Is it more than in a normal year?—Yes, I think so, because the chowkidars themselves were on works.

(*President.*)—From what you saw in 1895, I suppose your opinion now would be that relief should have begun in the spring of 1896, as it did in Bundelkhand?—Yes, in the extreme south of the district.

Do you know if that point was discussed?—I cannot say.

(*Mr. Stoker.*)—The Kols are very difficult people to manage, are they not?—Yes.

They had some resources in the way of jungle products?—Yes, *bair*, *turmakao*, *sawan*, and *mowha*.

SURGEON-LIEUTENANT-COLONEL J. McCONAGHEY, M.D., Civil Surgeon of Lucknow, called in and examined.

I put in a written statement of evidence.

My duties during the late famine having been entirely of a medical nature, I shall confine my remarks to subjects connected with such matters.

These may be embraced under the following heads:—

(1) Sickness and mortality in the Lucknow district.

(2) Medical and sanitary arrangements of poor-houses, hospitals, and relief works.

1. The following table gives the ratio of deaths per thousand in the district for the five-year period 1891—95 and also for the years 1896 and 1897:—

Year.	Total deaths.	Ratio per 1,000 of population.
1891	29,662	38·30
1892	29,009	37·47
1893	21,063	27·21
1894	40,400	52·18
1895	19,922	25·73
1896	24,614	31·79
1897	39,608	51·16

It will be seen from this table that the death-rate in 1897 was much above the average, although the mortality in 1894 was even higher. In that year the excessive sickness was due to a very heavy and continuous rainfall, which culminated in September in high floods. The mortality rose in August to 9·15 per thousand and was chiefly due to cholera, malarial fevers, and dysentery. The mortality in 1896 was not exceptionally high, and the death-rate may have been favourably influenced by the extreme dryness of the season, but I do not consider that the rainfall was so scanty as to cause sickness or appreciably affect the health of the people, nor did it tend to originate or intensify cholera, the district having been tolerably free from that disease during that period.

Surgn.-Lieut.-Col. J. McConaghey.

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2. In 1897 the death-rate rose to 51·16 per thousand.

The following table gives the monthly rate:—

January	3·33
February	3·38
March	3·30
April	3·90
May	3·42
June	3·06
July	4·96
August	6·07
September	5·16
October	5·59
November	4·38
December	3·60

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It will be seen from this that there was no marked rise in the mortality till July and that the maximum was attained in August, the death-rate remaining high till the end of the year, with an appreciable fall in November and December. No deaths were reported as directly due to starvation, the high death-rate being attributable to cholera, malarial fevers, dysentery, and diarrhœa. These diseases, however, were no doubt influenced by more or less continuous wet weather following on a time of privation and scarcity. But for the active medical measures employed, combined with the energetic and effective famine relief work inaugurated by Government, the mortality in 1897 would have been infinitely greater.

The birth-rate, as might be expected during such a period of hardship and distress, was considerably below the average, the ratio per thousand being 30·36 for the year 1897.

3. There were three poor-houses in operation in the Lucknow district during almost the entire period of famine distress. These were constructed and managed strictly in accordance with the rules prescribed in the North-Western Provinces and Oudh Famine Code, especial attention being observed in regard to all sanitary requirements.

The dietary prescribed in the Code was sufficient for ordinary inmates, but in the very weak and exhausted cases it was varied or supplemented to suit individual requirements; an extra ration of milk was invariably provided for weakly and delicate children. So far as my experience goes, the inmates generally remained voluntarily in the poor-house. A few occasionally absconded, probably with the view of appropriating the clothing provided for them.

The better class of natives did not usually seek admission to the poor-houses, and no ordinary degree of pressure would, I consider, have induced them to do so; the inmates were almost entirely confined to the lower classes and actual paupers. The population of the poor-houses fluctuated considerably during the famine period, and was at its highest in the months of January, February, and March. The mortality bore a direct ratio to the population and was highest in these months.

A hospital and medical subordinate was attached to all relief works. The hospital was constructed on the plan laid down in the Code. When hospital assistants were not available for these works, compounders were employed, and it was generally found that they performed their duties satisfactorily. Judging from the physical condition and the general appearance of those employed on the works, the diet supplied to them was sufficient and ample to keep them in fair health in view of the work they had to do.

The staff of medical officers and hospital subordinates employed during the famine was sufficient, and the supply of medicines and medical comforts for the use of the sick adequate.

The rules and appendices laid down in the Famine Code for the medical and sanitary arrangements of poor-houses and relief-works are clear and explicit, and sufficiently comprehensive to meet all possible requirements.

(*President.*)—You are Civil Surgeon of Lucknow?—Yes.

Were you there throughout the famine?—Yes.

Did you go round the works throughout the Lucknow District or stay at head-quarters?—I was chiefly at head-quarters. The Civil Surgeon of Lucknow was exempted from visiting outside works. I occasionally went round.

(*Dr. Richardson.*)—In going about the city when did you first notice a falling off in the condition of the people?—About August 1896.

When were measures first taken?—Test-works were started in September.

Were there any private poor-houses?—There was private relief in the city and poor-houses were started at the beginning of October.

How many poor-houses had you?—Three, in Lucknow, Mohanlalgunge, and Maliabad.

Did they fill pretty rapidly?—No, they filled slowly.

The greatest number was 2,029?—Yes.

Were the inmates mostly local paupers?—Chiefly. There were some who came from the Hardoi district.

Was distress at the time severe in Hardoi?—Yes. It was.

What was their condition when they came in?—They were generally emaciated.

Did many arrive in a moribund state?—Very few.

Deaths did not as a rule take place within a few days?—No.

From what diseases were they chiefly suffering?—Dysentery and diarrhœa.

Had these diseases their origin in privation or want of food?—I think they were due in a great measure to privation.

You mention that there was a good deal of ophthalmia?—Yes, among the children.

Did they arrive with ophthalmia?—They generally did.

To what do you attribute this?—It was attributable chiefly to want of cleanliness.

In other places we didn't hear of it?—Perhaps it was not noticed in other districts.

Did it spread?—Yes, it was very infectious.

Was it infectious when they came?—It was necessary to segregate the children.

How did you manage this?—I put them into separate tents.

Did their parents go with them?—No, not generally.

Had you a hospital attached to each poor-house?—Yes.

As the inmates improved were they regularly drafted off? Did you pick out the able-bodied and send them to works?—Yes, systematically.

Were the sanitary arrangements always satisfactorily conducted in connection with poor-houses?—They were very good at Lucknow; they were not quite so satisfactory at Maliabad, while they were worse at Mohanlalgunge.

What difficulties had you? Less efficient management?—Not so much medical as general management.

Who managed these?—They were generally under the tahsildar.

The management was wholly independent of yourself?—Yes. It depended a good deal upon the immediate management.

Was the ration in poor-houses sufficient?—Well, it had to be supplemented in a good many cases.

Have you any idea of the percentage receiving extras?—I should say about 30 per cent.

Did you have a free-hand in giving what you chose?—Yes, tolerably free. Anything suggested by the medical officer was provided; children were always provided with milk.

Was the mortality great in the poor-houses?—Considering the condition of the people I think it was rather low. The total number of deaths was 543 in the three poor-houses, with a population of nearly 2,000.

What was the average population?—About 1,800.

What was the chief cause of mortality?—Dysentery and diarrhœa.

Was there any epidemic?—There was cholera in the Mohanlalgunge poor-house. There were 56 cases out of which 27 were fatal.

How did it break out?—There was cholera in the neighbouring villages. It was probably due to a well which was in the town itself.

How did you deal with this well?—It was closed altogether and disinfected with permanganate of potassium.

To what do you attribute the cessation of cholera?—We broke up poor-houses, and distributed the people into batches and segregated the cases.

Was that effectual?—We stamped it out in about 20 days.

It is the one means of dealing in these circumstances?—Yes.

You tried permanganate of potassium?—All the wells were systematically treated with it.

What was the result of your personal observation as to the effect?—I think the effect has been good. It would not stamp out an epidemic of cholera, but prevented it spreading.

You would break up camps?—Yes.

Had you any small-pox?—There were 19 deaths in poor-houses.

How did you deal with them?—Segregated them and treated them quite separately.

Had you sufficient medical assistance?—Yes, it was generally sufficient; with the permission of the Inspector General I was allowed to employ private native doctors and compounders and private practitioners in the city.

Had they received an education?—They were generally retired apothecaries.

Was there a considerable supply to draw from?—Yes, in Lucknow. At the beginning of the famine I made a list of

those willing to take up work, and I found I had no difficulty in getting them.

That source would not be available generally?—In large cities it would.

Were there any orphanages?—No.

The ratio of deaths was 51·16 in 1897 and 31·79 in 1896. To what cause do you attribute this increase?—I should say it was in some measure due to privation mainly, but to an outbreak of malarial fever in the autumn.

Was there anything unusual about it?—It was of a very severe type, and attacked the strong and healthy as well as the enfeebled.

Was it connected with famine?—I don't think it was in any way infectious.

In what months was it chiefly prevalent?—In July there were 2,522 deaths, in August 3,521, in September 3,790, in October 3,854, in November 2,965 and in December 2,394.

It followed the course of the autumnal fever?—Yes, there were 31,440 deaths from fever in the year.

The high death-rate began in July and August?—Yes, it began as soon as the people were exposed to the rains.

(*Mr. Holderness.*)—Is that the effect of the rains acting on their constitutions?—Yes.

(*Dr. Richardson.*)—Was it worse here than in the surrounding districts?—I have not compared that.

You would hardly take a high mortality year as a test of the severity of the famine?—I think it was a fair indication of the distress to which the people were exposed. Otherwise they would have been able to resist the fever in a greater measure, and I don't think so many would have died.

We had a theory as to the prevalence of malarial fever. It was suggested that 1896 having been a dry year, malaria was not evolved and consequently was stored up till 1897. What is your view?—That is my opinion too. The natives have that opinion as well.

You would hardly take the high mortality of 1897 as an accurate gauge of the severity of famine during that year, because in 1894 the ratio of deaths was higher than in the famine year?—Yes; in 1894 it was due to the heavy and continuous rainfall.

Had you many opportunities of seeing people on relief works?—Yes.

What was their general condition when they came?—Thin; some of them seemed emaciated, not the majority

Did they seem to fall off or improve on relief works?—I think they generally improved.

Would you reason from that that they received a sufficient ration?—Yes; I consider the full ration is enough to maintain a man in healthy life, but the minimum ration will not maintain him in healthy life if he is to do work.

(*Mr. Holderness.*)—It is less than the jail ration?—Yes.

(*Dr. Richardson.*)—Would you reason from that comparison that the non-labouring prisoners got too much or the relief workers too little?—I think the relief workers got too little.

Still you say they kept in condition?—I say they improved. I don't think it would maintain a man in healthy condition for any length of time.

Do you think people on the lowest ration were able to supplement the ration in any way?—I think they must have.

You do not think in itself it is sufficient to maintain them?—No.

What grounds have you for that belief?—Many had recourse to jungle products, some had a little money left. I know that many of them supplemented the famine allowance.

(*President.*)—Was meat cheap?—About the ordinary price.

(*Dr. Richardson.*)—Have you considered the penal ration?—Yes, I consider it is insufficient to maintain a man in health for any time. I suppose it is not intended to be given for any time.

Should it be used at all?—I suppose it is simply used as a punishment. In former days it was used in jails.

Do you think it is a legitimate way of punishing people?—No.

For children in arms under the new Code, one pice extra is given to the mother. Do you think that sufficient?—I think that pice is given to the mother to supplement her food. I think it is barely enough.

Do you suggest any increase to that?—I should make it two pice, or 1½ pice at any rate; it is a great drain on a woman when she is nursing to have to work.

Do you think three chattaks sufficient for children under 7 but not in arms?—It is quite inadequate to maintain a child of five or six years of age.

It might be sufficient for a child of 2, but too little for a child of 5?—Yes, I think it is too little. I would give four or five chattaks.

For children under 10 years of age and over 7, do you think 6 chattaks enough?—I think it is a little low. I would have a sliding scale; 6 chattaks for a child of 7 years, 7 chattaks for a child of 8, and 8 for children between 8 and 9. That would include everything.

For males and females in class E the scale laid down is 12 and 10 chattaks respectively. Do you think that scale would suffice?—I think 10 chattaks for a female is low; 12 chattaks for a man might suffice to keep him in health I would make it 12 for both.

(*Mr. Holderness.*)—Do a woman and man require the same?—Perhaps a woman does not require quite the same as a man.

(*Dr. Richardson.*)—As regards class D, for children between the ages of 10 and 16, do you consider 10 chattaks sufficient?—Children from 14 to 16 would require a full diet; they are not only bigger but they are growing; for children from 10 to 12, 10 chattaks might be sufficient.

What do you think of the ration laid down for class C workers?—I consider the minimum is too low.

What about the maximum?—I think that might remain.

Taking it altogether you think the diet scale is drawn up on rather meagre lines?—Yes.

(*Mr. Holderness.*)—In giving this opinion, I suppose you have considered that a proportion of the grain would be diverted to other purposes?—Yes.

In paragraph 8 of Mr. Palmer's report (Volume III, page 257) the following scale of diet is laid for children in the Allahabad kitchens: 3 oz. of rice, and 3 oz. of *dal* (weight of the uncooked grains) with ¼ oz. of *ghi*, a pinch of salt and occasionally a little turmeric or other condiment. What is your opinion of that?—As an average I think it is a little low.

(*Mr. Stoker.*)—Did you notice if people on works used grain altogether for their food, or supplementary articles such as vegetables?—They used supplementary articles.

To a large extent or to a small extent?—I should say 30 per cent. probably did.

How did that compare in the price of grain with their cash wage? Could vegetables be got cheaper?—It was used as a measure of economy; besides natives crave for vegetables.

Do you think people were able to live and get into fair condition on their earnings?—Yes, certainly. Those about Lucknow probably supplemented their ration.

Supplemented it from what?—I do not think they were entirely destitute of other resources.

Sur.-Lieut.-Col. J. McConaghey.

24th Mar. 1898.

RAI SAHIB HARI KRISHAN PANT, District Surveyor, Unao, called in and examined.

I put in a written statement of evidence.

Programme of relief works.

During the recent famine the large and small works entered in programmes of districts some years back were not generally found to be suitable, and consequently fresh projects for works had to be prepared without loss of time, and could not have been got up if they were not of a simple nature. It is therefore most necessary that suitable programmes for large and small works, sufficient to give employment to at least 25 per cent. of the population of the district for six months, should be ready and carefully gone over every third or fourth year, and remodelled if necessary.

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When failure of the crops to a large extent is reported and there is reason to believe that scarcity is sure to prevail, the impending distress ought to be met by the grant of advances under the Agriculturists' Loans Act and by opening of a few test works in different localities.

Test works.

Test relief works should not be attractive and should in no way compete with the labour market. They should provide employment for all people for whom no other means of livelihood are available.

These works should be placed under the Public Works Department agency from the beginning and should consist of either ordinary works in progress under the District Board or required by it.

Control of test works.

Tasks should be properly laid out for each worker and carefully measured, and payments made according to the quantity of work done. The payments should not, however, exceed the famine wage according to the Code. If these test works attract labourers in large numbers, then both large and small relief works should be started immediately, *i.e.*, before persons become weakly and unable to do a proper quantity of work. Tasks should be fixed by the District Engineer.

Tasks.

The large works should be carried out through the Public Works Department, and the small works through the Collector assisted by Public Works Department subordinates, who can lay out, measure, and prepare simple estimates for earth-work. During famine, if the permanent Public Works Department subordinates are not available, temporary appointments can be made from road agents and *munshis* serving in the Public Works Department.

Works.

Earth-work is the only kind of work where all sorts of persons can be employed with advantage during winter and summer. During the rains digging up old sites for bricks and breaking stone metal are the only works which can be carried out properly. The following works consisting of earth-work will be found specially suitable for famine labour on large and small works :—

(1) Constructing or raising of *kachha* roads.

(2) Constructing drainage channels of towns.

(3) Constructing and deepening of tanks on the roadsides or in and near villages.

(4) Levelling mounds, ravines, and pits near towns.

As far as possible, persons coming to works should be induced to bring their own tools and baskets, but at the same time a good supply of tools ought to be kept in stock on the works for emergencies. About 1,200 digging tools and 5,000 baskets were found to be sufficient for about 5,000 workers for three months.

Tools.

The Collector of the district ought to decide when and where the works are to be started, and the Public Works Department Officer in charge of the district ought to arrange to send the staff and equipment as per Superintending Engineer, 2nd Circle's report (pages 144-145 of Volume III of Appendices to Famine Narrative, North-Western Provinces and Oudh), two days before the date of opening, so that the preliminary arrangements be ready and the work marked out for the persons coming to the work.

Opening of Regular Famine or Intermediate Works.

The classification of the Code was not found to be practicable, and the following classification of workers served all practical purposes :—

Classification.

Men diggers | Women diggers (extremely small number).
„ carriers. | „ carriers.
Children, class I (12 to 16 years of age).
„ class II (7 to 12).

As children under 10 were not found of much use on the works, it would be better to have only one class for children between 10 and 16 years of age and those under 10 to be treated as dependants.

The classification and formation of gangs as ordered in Circular No. 18 P. W., dated 5th December 1896, were found suitable with the following exceptions. The proportion of diggers was generally small, and so more carriers had to be employed than were actually necessary for the work. The mate could not be selected out of the relief workers, who were unable to read and write.

Classification.

If the relief works are started before the persons become weakly, I think relief works on intermediate system of payment by task work with the limit of maximum wages of 25 per cent. more and without any minimum wage is the best as regards economy. Details are given in page 179 of Volume III on the Administration of Famine Relief. It also prevents people getting demoralized, as in relief works under Famine Code rules it was found that most people preferred to remain idle and be content with minimum wage instead of executing their full task, for which they were quite capable, and getting full wages. No adult dependants ought to be allowed under this system, but food should be supplied to dependent children and one pice daily ought to be paid for infants in arms to their mother.

Kinds of relief works.

If after some time it is found that the distress is very acute and the health of the relief workers failing, the works ought to be converted into regular famine relief works.

Kinds of relief works.

If the distress is less acute and the health of a few only of the relief workers is failing, then a few gangs of weakly persons ought to be made at reduced tasks.

Dependent children ought to get cooked food on regular famine relief works too, as it has been found by experience that most of the relief workers do not feed their children properly. It should be of the cheapest kind of grain available and sufficient to keep them in health.

Cooked food.

The formation of charges, entertainment of establishment of all sorts, arrangement of drinking water, conservancy, supply of stores and equipment, laying out and measuring of work, and payment of wages were carried out in accordance with the rules contained in Government Circular No. 18, Public Works, of 5th December 1896, and Superintending Engineer's instructions as per pages 142—184 of Volume III of the famine report, and were found to work very well. No suggestion for improvement can be made.

Generally some villages are near the relief works and people prefer to go there for shelter, and consequently the huts are not required to be constructed for more than 15 per cent. of the workers on an average. Persons whose homes were within four miles of their works always went there for the night, and I think it is better to allow them to go to their own or other villages than to make their stay at the relief camps compulsory. In the villages they get cheaper food and better shelter, and the officer in charge has got less trouble in looking after sanitary arrangements at the relief camp.

Shelter.

In winter it was found that many weakly persons and children suffered very severely from cold, and I think some suitable provision should be made in the Code for warm clothing. Rupees 100 per charge was allowed in the recent famine for clothing, but that was very little. The clothing supplied out of the funds of the Charitable Famine Relief Fund helped many destitute women and children.

Clothing.

The local traders were willing to supply the charges with provisions, and I don't think better results would have followed by importing grain through official agency.

Provisions.

The medical officer in charge should see that unwholesome articles of food are not brought by the traders.

In winter the workers may be allowed to work on Sunday but in hot weather they ought to do no work on Sundays and get dependant's wages on works carried out under Famine Code rules, but no wages on works carried out under intermediate system where they can earn 25 per cent. more on other days.

Sunday allowance.

The wages paid were not only sufficient but a little liberal, and persons who worked well could save a little, which proved to be of great help to them, as it enabled them to subsist for a few days after they left the works either of their own accord or at the close of the works, until they got employment in the fields or elsewhere.

Wages.

The officer in charge ought to be a man of the permanent establishment, and some may be appointed from the non-commissioned officers of the army who have retired, but are still fit for this sort of work.

Officer in charge.

Inspecting Officer.

The inspecting officers and the Divisional or District Engineers ought to have magisterial powers of a 3rd class Magistrate for trying petty cases of fraud on the works.

Rai Sahib Hari Krishan Pant.

24th Mar. 1898.

(*President.*)—You were District Surveyor of Unao?—Yes.

How long have you been in the appointment?—I joined the district in October 1896.

(*Mr. Higham.*)—What district were you in before?—Garhwal, Kumaon Division.

Have you had any relief works anywhere except in Unao?—No.

You say the programmes of large and small works were not generally found to be suitable; why was this?—They were not at the right place. The programmes were not properly prepared, we found that there were such and such works on roads laid down, but no such thing was required.

Who had they been made by?—They had been prepared ten or twelve years before.

Who made them?—I cannot say.

You say that test relief works should not be attractive and should in no way compete with the labour market?—Yes. I think so.

If you open test-works near two or three villages in the month of December when there is not much going on in the fields, would you not get a great deal of labour to come to it in any year?—Yes, if there is no other work in the fields.

Do you think it necessary that your test-works should be some distance away?—Not very far away.

How far?—About four or five miles.

What tasks would you give them?—It depends upon the condition of the men. Many of the people were not in good health.

If they are not in good health, you would give them a small task?—You would have to reduce it.

When you opened test-work, did you have infirm people on tasks?—Yes. The task was not so high for those in poor health.

What was the task?—One hundred cubic feet for earthwork.

Had you any works in Unao on the Code system?—Yes.

Before the intermediate system?—Yes.

What was the full task on the Code system?—Sixty feet was the least on hard soil and 140 feet was the highest.

In the intermediate system you had 100 feet?—One hundred to 120 feet.

When you worked on the task system, if a man did not do his task, was he fined?—Yes.

Supposing he did his full task. What did you pay the diggers with a 12-seer basis?—Six pice per digger.

The male carriers?—Five pice.

Women carriers?—Four pice.

A big child?—Three pice.

And a small child?—Two pice.

Supposing the task was not done?—Supposing the task was 100 feet and they did only 75 feet, the digger got five pice and the carriers were also fined one pice each: the men then got four pice and the women three.

What were children fined?—Big children were fined down to two pice.

What did you do before the intermediate system?—Before the intermediate system we fined them, but the fines were not below the minimum wage. A man was fined down to four pice and a woman to three.

Was a big child fined?—It was fined down to six pies.

If they did a 75-foot task what were they paid?—The male carriers were fined down to four pice, the woman to three, the big child two pice and the small child was not fined.

If they did less than 75 feet?—They were not fined further.

When you introduced the intermediate system, supposing you had a 100-foot task, what were the rates?—The digger would get six pice, the carrier four and big children three; two children counted as one carrier.

Supposing they did a 75 cubic feet task?—The digger got five pice, the male or female carrier three pice and the big child 1½ pice.

If you go down to the 50-foot task?—The digger would get three pice and the carriers two pice.

Under the intermediate system you fined them a second time?—Yes.

If they did nothing they got nothing?—Yes.

Under task-work you did not fine them a second time?—No.

Were these measurements made daily?—Yes.

For the intermediate system?—Yes.

Supposing they did 90 cubic feet?—They got wages for 75 cubic feet.

If he did 123?—He got wages for 100.

Supposing a man did 120 feet for six days in the week, that is, 20 feet over his task, would he get anything extra?—No, he would get nothing extra.

You did not pay by results?—No, because we could not pay in fractions of pice.

Supposing a man does a short task one day, could he make it up the next day?—No, each day's accounts were final.

How did you check your measurements?—They were checked by the length of the road we prepared.

Did you examine that yourself?—I did often.

Supposing a man came with three of his family as carriers, would you put these three to work with him?—If another of the same village had only one carrier we put one with him.

Supposing you had a digger with three carriers and the digger could not do his work, and the carriers could do theirs easily, would you allow one carrier to dig?—If he liked to.

Would you allow more spades in the pit than diggers?—No, only the same number of spades as diggers.

You could not have a digger and carrier working together?—No.

No adult dependents were allowed under this system. Why was that?—With this system there was village relief also. Adult dependents could take care of themselves in the villages, children dependents could not.

Can't they get village-relief under the task-work system?—Yes. Under the intermediate system those men who could do good work remained on the works, those that were dependents went to villages. That was the case this year.

You don't mind relief to adult dependents on task-work, do you?—No.

Why do you relieve them on one work and not on another?—In one work we were bound to take as much work as we could, in the other we had to give them the minimum.

You say in your written note that when distress is less acute and the health of a few only of the relief workers is failing, then a few gangs of weakly persons ought to be made at reduced tasks. Did you have any gangs of weakly persons?—Yes.

To what proportion did you reduce their task?—I reduced it by one-half. I had only two gangs in the whole of the district.

What did they do?—There were only about 100 workers. They worked with the task-workers.

You say it has been found by experience that most of the relief workers do not feed their children properly. What was the amount allowed them to feed their children with?—One pice.

When you had kitchens, how much did it cost?—It cost a little more.

How much more?—Four to five pies.

Supposing you gave the adults five pies, would they have fed their children properly?—No.

Why?—I saw the people were particular about getting food for themselves, but not for their children.

Do you think they habitually neglected their children?—Yes, when they do not have enough for themselves.

When they hadn't enough, they neglected their children?—Many of the people I saw instead of buying provisions for their children brought tobacco for themselves.

(*President.*)—Do you think they would do that in Garhwal?—They might. I have never seen any famine works there.

Rai Sahib Hari Krishan Pant.

24th Mar. 1898.

(*Mr. Higham.*)—Were there supplies on all works ?—Yes.

Grain or flour ?—There was everything.

Was there any difficulty in getting bunnias to come ?—None.

Did bunnias sell at the same prices as the tahsil rates ?—Sometimes ½ a seer more or less, when the places were far from the tahsil.

What was the tahsil rate when you were working on the 12-seer basis ?—10¼ seers.

Near the tahsil had they tahsil rates ?—These were only at places far away.

You say the wage is paid a little liberally. Have you any reasons for supposing that the wage was too liberal ?—No, not too liberal, but it was a little liberal, because some people had saved money.

How many ?—A good many. Nearly all went away with enough food for two or three days.

How long had they been working ?—About three months.

(*Mr. Holderness.*)—Do you remember about what time the intermediate system was introduced ?—At the beginning of March.

Then numbers dropped greatly. Was the drop wholly due to the introduction of the system ?—No, many people went to field work and others went away on account of *Holi*.

In a part of the district the intermediate system had to be given up ?—Yes, in the Oras charge we had to convert it into regular work.

Why was that ?—Because the people were weakly there. In the beginning we started work late and people were in bad health.

You tried it there and the people could not earn enough under the intermediate system ?—Yes, and in consequence of that we had to go back to the other.

Is the intermediate system not suited for a tract where the people are weakly ?—No.

In other parts do you think the wages were sufficient under the intermediate system ?—Yes.

Did they generally do the standard task ?—The majority did 25 per cent. over.

(*President.*)—Did it give them enough for dependents ?—They had to feed their dependents.

(*Mr. Holderness.*)—Kitchens were started afterwards ?—Yes.

If they did the full task could not a party of three get 17 pice ?—Yes.

Did many earn that daily ?—Yes.

And small children were fed in the kitchens ?—Yes.

For a part of the country where there is not much distress you think the intermediate system is a good one ?—Yes.

(*President.*)—Old dependents unable to work did not get any dole on the intermediate system ?—No.

They did on task-work ?—Yes.

How did they get on when they were not paid ?—I think village relief was not then so liberal. When the intermediate system was started village relief was increased.

The intermediate system is not a piece-work system ?—No, because there is a maximum.

Do you think the maximum a good thing ?—Yes, because those not in want would get more.

The majority of people, I suppose, did not live on works ?—No. We had villages all over the district.

You don't know how many left their villages ?—No, I don't know.

Do you think many cultivators came ?—Yes, there were many cultivators.

What did these people do with their cattle, etc. ?—The whole family does not come to work; besides many people brought their cattle with them.

Had the more respectable cultivators their women on works, I don't mean *parda nashins* ?—In ordinary years when the middle classes in the village are able to afford it, they employ the wives of the cultivators to grind corn for them. This year the middle class people did not employ them and they came to works.

It is said respectable women are not well treated on works. Do you think that is so ?—In my charge no woman was badly treated.

You say in the early months of the year people suffered very much from cold. Do you think they should have had more clothes ?—Yes I think so. I think the R100 per charge allowed for clothing is insufficient.

Could the people from their wages buy any cheaper grain than that on which you calculated the wage ?—No. They could not.

(*Mr. Bose.*)—On the intermediate system you had generally two carriers to a digger ?—If we had any extra women to provide for, then we had three or four carriers.

When such parties did the task, did you pay each carrier four pice ?—Yes.

If they did 100 feet ?—Then the carriers got full wages.

If 125 feet ?—Then they got nothing extra. An extra pice was given to the digger only.

(*Mr. Stoker.*)—Under the Code system you had a large number of dependents ?—Yes, 23 per cent.

Do you think there was any tendency on the part of the people to bring as dependents persons that did not belong to their families, old men and children ?—I don't think so.

You think they were all *bonâ fide* ?—I think so.

Do you think on intermediate works the labourers were able to earn enough to support themselves and help their dependents, if they did the extra task ?—If the man had only one dependent he could.

(*Mr. Higham.*)—Can they earn more by working on this system than task-work ?—Yes.

Can a family earn more ?—Yes.

It gets the maximum, but loses the Sunday wage ?—Yes.

When they paid the D wage, how much extra could they earn in a week —About two pice more.

Every male carrier gets a pice less under this system. Have you allowed for that ?—I am allowing for the digger. The digger gets more.

Did the people generally earn the maximum wage ?—Yes, about 50 per cent. or 60 per cent. of the population did after being on the work about a fortnight.

(*Mr. Stoker.*)—When did you begin paying the Sunday wage ?—In the beginning Sunday wages were paid, but not afterwards.

(*Mr. Holderness.*)—The maximum wage for a party of three on the intermediate system is four annas six pie. Is that about the wage that the same party of three would earn on earthwork in ordinary years ?—Yes.

Can the maximum standard be done by a strong digger and a weakly woman and a weakly child ?—No, but it could be done by strong digger and a strong woman carrier and a weakly child, or a strong child and a weakly woman carrier. It could not be done by a weak digger.

I presume from the fact that the majority did the maximum task that the majority were strong diggers ?—Yes.

And that generally both diggers and carriers represented the able-bodied section of the community ?—They did.

At the Chatter Manzil, Lucknow.

FORTY-SECOND DAY.

Friday, 25th March 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT).

SURGEON-COLONEL J. RICHARDSON.
MR. T. W. HOLDERNESS, C.S.I.
RR. T. HIGHAM, C.I.E.
RAI BAHADUR B. K. BOSE, C.I.E.
MR. T. STOKER (*Temporary Member for the North-Western Provinces and Oudh*).
MR. H. J. MCINTOSH, *Secretary*.

MR. C. G. PALMER, C.I.E., Superintending Engineer, 3rd Circle, Irrigation Works, North-Western Provinces and Oudh, called in and examined.

Mr. C. G. Palmer.

25th Mar. 1898.

I put in a written statement of evidence and written answers to the Commission's questions.

Paragraph 4 (a).—Index of departures from, or expansions of, the provisions of the North-Western Provinces and Oudh Famine Code which developed themselves during the recent famine relief operations of the Public Works Department in the Allahabad Commissionership.

Departures.

1. The gradual introduction of "units of relief" in place of previous methods of calculation.

2. Wages and allowances calculated and paid in terms of the lowest generally current coin, a pice or quarter anna, instead of in *pies*.

3. Active participation of Superintending and Divisional Engineers in the works.

4. *Article No. 66.*—The entire classification of persons attending relief works altered to a more practical basis.

5. *Article No. 79.*—The gradual cessation of the practice of giving food doles to *all* newcomers.

6. *Article No. 91.*—Payment of Sunday wages ultimately confined to those who had attended the works continuously from the previous Thursday.

7. *Article No. 100.*—The explanation required in case of the dependants exceeding 10 per cent. of the whole number was allowed to lapse.

8. *Articles Nos. 101 and 102.*—Children were fed on a *khichri* of pulse and rice with *ghi*, instead of the rations there detailed.

9. *Articles Nos. 108 and 109.*—Grain equivalents were re-tabulated in accordance with the new labour classification.

10. The authority for changing the rate of grain prices on which relief works were to be paid was vested in the Commissioner, acting under the orders of the Government.

11. *Chapter XIV.*—The medical subordinate in charge of a work was placed under the orders of the Superintending Engineer.

Expansions of the Code.

1. The entire organization of relief labour beyond the bare creation of a gang and its headman.

2. The entire system of accounts in the field beyond the single Form III of the Famine Code.

3. The entire organization and methods of the several "Intermediate" systems; namely, the "Intermediate," the "Modified Intermediate," and the final method of "Intermediate applied to stone-breaking."

4. All rules and arrangements regarding the guarding, disinfection, and distribution of drinking water.

5. All special rules as to conservancy and burying the dead.

6. The daily report cards to District Engineer, Collector, Divisional and Superintending Engineers.

7. The direct weekly notes to Chief Engineer and to Superintending Engineer.

8. The selection of "officers in charge" by the Board of Revenue.

9. The selection and appointment of superior temporary establishments by the Superintending Engineer.

10. Special temporary promotions and higher temporary appointments on famine duty by the Chief Engineer.

11. Deputation of Military Officers to famine duty.

Paragraph 4 (b).—The degree of success, considered primarily with regard to the relief of distress and the saving of human life, and secondarily, with regard to economy.

Primarily.—In my experience most successful.

Secondarily.—Again most successful, inasmuch as those in want were effectively assisted, and the assistance cost the State as little as possible.

(i) It seems necessary to represent that the object is to afford effective relief in an economical manner; and that this object is not necessarily attained by constructing work through the medium of severely tasked relief labour at a low rate of cost for the work. Such a system may, on the contrary, cost a great deal more in relief than if easier work is taken, though the work done cost more in the latter case.

(ii) The object in these provinces has been to make the labour proportionate to the physical condition of the people, and to so adjust the tasks demanded that those who are not in real want of support will be kept away, while those who are in want can make enough to live on. If the labour test is made too severe, the weaker persons who are able to perform only a moderate quantity of work must starve, or else be gratuitously supported. They cannot be left to starve, and are therefore always gratuitously supported. Thus a severe labour test may furnish a certain quantity of work at a low rate of cost, but it prevents the accomplishment of a further quantity which would have been executed had the greater part of the gratuitously relieved persons been employed on less severe terms.

(iii) But a severe test has a much more serious effect than this. Under its operation it is found that only the strongest labourers can earn a living wage, and therefore all the slightly weaker persons have to be gratuitously relieved. It is at all times difficult to distinguish between those persons who are not quite up to the required degree of physique and those others who pretend weakness in order to get a minimum of relief without working for it, and the latter class is very numerous. In dealing with vast numbers of persons it is impossible for the harassed subordinate staff to distinguish between the two classes, and thus the malingering class comes on in crowds, and the number of

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persons on gratuitous relief becomes enormous. Regarding, therefore, the relief by payment for work done and the relief by gratuitous allowances as parts of one general scheme of relief, it is evident that a too severe labour test leads in practice to that test being largely thrown out of use as a test of fitness for relief; the result is that the relief operations as a whole are greatly extended, and much more money is thus spent on relief, taken as a whole, than if the test were such that all but the obviously emaciated and stricken could be fairly subjected to it. Under a very severe labour test only those who are able to earn good wages will subject themselves to it, and by their special fitness they are able to earn much more than is sufficient for their support; while an enormous number of others crowd in for gratuitous relief, and are so relieved under the plea of unfitness for severe labour. This is not economical working; and it is demoralizing to the people.

Paragraphs 4 (c) and (d).—The replies to these are contained in the replies to the several sets of questions issued by the Famine Commission in other papers, the replies to which are attached hereto.

Replies to questions issued by the Indian Famine Commission of 1897-98.

*1. In the Public Works Circle under my charge the area affected was 17,267 square miles, and the population was 5¾ millions at the last census. The greatest number of persons attending the works under the control of the Public Works Department was 777,016 during the week ending 31st May 1897, and the total number of "units of relief" for the whole famine from October 1896 to September 1897, amounted to 114,014,064 persons relieved for one day on those works.

6. The distress in my circle lay principally in the Bundelkhand districts, where the agriculturist is markedly dependent on a rainfall which is capricious. He suffers from heavy rain and from light. The comparatively thin population of this purely agricultural tract, so closely bordering on the dense and enterprising population of the districts lying immediately to the north of it, is only explicable by regarding its comparative scantiness as a result, and therefore a measure, of the local agricultural disabilities.

9. By the light of after experience the degree of distress appears to have been estimated with a surprising accuracy.

As to the sufficiency and economy of the relief measures.

10. The estimated proportion of 15 per cent. of the population is far too low for a single district: it is applicable to a large area like a revenue division, but not to a small tract like a single district.

11. The highest percentages of the population actually present at one time on the works under the Public Works Department in the several districts in my circle were as follows:—

North of the Jumna river.

Northern and Middle Allahabad . . .	6·2 per cent. on 27th February 1897.
Fatehpur district	3·0 per cent. on 6th March 1897.
Cawnpore district	9·5 per cent. on 6th March 1897.

South of the Jumna river.

Southern Allahabad	53·0 per cent. from 15th May to 5th June 1897,
Banda district	35·0 per cent. on 29th May 1897.
Hamirpur district	18·4 per cent. on 29th May 1897.
Jhansi district (proper)	12·0 per cent. on 29th May 1897.
Lalitpur (a sub-division of Jhansi) . .	8·9 per cent. on 12th June 1897.
Jalaun district	27·3 per cent. on 1st May 1897.

All of the above tracts which lie to the south of the Jumna are in the Bundelkhand region of soil and climate; and the population over that whole area amounts to only 2,693,000 (census of 1891) over an area of 11,583 square miles, giving a population of 232 persons to the square mile. It should be noted that the numbers on relief works in Southern Allahabad were undoubtedly increased to a very large extent by emigrants from the Rewah State. So far as they could be discovered and registered, the greatest number on any one day amounted to about 23,000; but numbers more avoided registration from fear of being turned back, and they passed as local residents with the assistance of friends in our own territory. This circumstance greatly increased the apparent percentage of South Allahabad, and the correct percentage of actual residents was probably nearer 40·0 per cent. than 53·0 per cent. of the population of that tract. I attribute the high percentages to the succession of poor seasons, which were followed by three more (*rabi* 1895-96, *kharif* 1896, and *rabi* 1896-97) of almost total loss in Banda and South Allahabad, and of exceedingly poor crops in Jalaun, Hamirpur and Jhansi.

12 and 13. I think the relief was as well fitted to the occasion as was possible. Distress is in an imperceptible gradation from man to man, and any attempt to keep out *all* who are not in actual pressing want at the time must cause the deaths of numbers who are in instant want. A small error on the side of severity is disastrous, and a small error on the side of liberality is the only safe course. It also strengthens the people for the future; so that as soon as the immediate famine is passed, the works can close and the people go at once to their usual labours. This was done. Relief might have been hardened to some degree, but not without paying for it in human lives. In paragraph 14 of my Report on the Public Works Famine Relief Operations (Additional 3rd Circle, Public Works Department) I have calculated that the net expenditure incurred in that circle amounted to ransoming some 200,000 human lives at a cost of under twenty-seven rupees for each.

15. The relief has been successful.

16. In Cawnpore a change of wage ordered by His Honour the Lieutenant-Governor coincided with the cereal harvesting, and it took immediate effect, as see diagrams XI and XII with my report. The numbers never recovered themselves. The wages had evidently been raised to too high a standard by the Collector, and the lowering of them was a pure benefit to the community by sending men back to their proper and more productive work. In all other districts the fluctuations in the numbers followed naturally on the seasons and on the comparitive abundance of the crops reaped. The introduction of the 'modified intermediate' system to any tract always led to a sharp fall in numbers for a few days, but in every case where it had not coincided with harvesting or a sufficient rainfall, the numbers crept up again to near their old figure, the small difference almost certainly consisting of people who were not in such pressing want as to be willing to work hard for the money. Where the introduction of the intermediate system coincided with harvesting or the rains, it was followed in almost every case by a permanent decrease in the numbers, but I think the fall was merely intensified by the harder conditions of work, which made people more unwilling to stay, or to come back if they had acquired any resources or could find any field work near their homes.

(ii) The breaking up of the large relief parties and their distribution on to small works near their own homes was forced on us in South Allahabad by a severe cholera epidemic and difficulties with the water supply. It was unavoidable and undoubtedly increased the numbers on the works while it lasted. As a system of relief it was the most effective I have seen in restoring the condition of the people. The system of large works was reverted to on the opening of the rains, and one effect of the people having been left near their homes was to be specially noticed in the completeness of their agricultural arrangements for the rains, which enabled them to get their land under cultivation immediately after the first rain, and far quicker than in other affected districts. Another result was that the mass of the relief works were then able to be closed off with remarkable quickness, and without injury to any one.

17. None.

18. Yes, excepting for a part of the time in South Allahabad, where the workers might have been gradually brought on to works at a little earlier date. This, however, looked

* The numbers refer to the questions drawn up by the Commission.

risky at the time because of the sporadic cholera still in existence then, and which might have burst into an epidemic if the rain had held off much longer.

19. Strictly so.

20. Yes. It was specially with that object that so much of the work was done in tanks, where the distance and height to which earth must be carried form a full labour test on the women and children.

21. The "dependants" on works formed 19 per cent. of the whole, only 2 per cent. being adults and 17 per cent. being children of the workers and under seven years of age. All others underwent the "labour test."

22. It was a sufficient test, excepting for two or three weeks in Cawnpore. The tasks were the outcome of frequent experiments. The wage was a bare subsistence wage. But in a subsistence wage there must be either death for many persons, or a small margin allowed for each individual; and when a family group messed together, they were able to save the accumulated margins; so also when some of the family could get grain direct from a farmer at something under retail market prices.

23. The works were large works in all districts throughout the famine, excepting South Allahabad, from the beginning of April to the 20th of June. About one-third of the workers were housed on the works; the rest came from their homes or the homes of relatives within two or four miles. Residence on a relief work is disliked by the more respectable labouring classes because of the loss of all home life and the demoralizing effect of so much mixing together among strangers. It is somewhat like a hop-picking in England; and where the women are not actually demoralized by it there is the chance of scandal, and the certainty that they are no better for the experience. It is not a fair test for respectable people, and it is ineffective against the lowest classes.

24. See the percentages given in reply to Query 11; a deduction of 19 per cent. can be made in each case to allow for dependants. In South Allahabad the deduction should be made from a percentage of 40.

26. This is my impression; and comparing the organization of these works with recollections of 1877, the only other famine I have seen, I think it must be partly attributed to a more effective relief, which was appreciated by the people; to a most acute severity of distress in certain tracts; and also to a change in the habits of the people brought about by the far more extended travelling of the last twenty years. In 1877 the people largely stayed at home and starved or suffered quietly (as the Kol aborigines of Banda would have done in 1897 but for Mr. Ferard's efforts among them), but those who have learned to hear more of distant parts do not fear to go out in search of work now. In the Bundelkhand tracts people came on the works far more readily in November and December 1896 than they had done in January 1896 in the first famine. They had undoubtedly learned there really was relief to be got, and had learned where to go for it; but at the same time the distress was obviously deeper and wider in the second famine.

I.—As to relief works.

52. The estimate entirely depends on the width and height of the embankment:—

(i) Taking in men, women, and children of a working age, each as a unit, and including all men employed on subsidiary work, such as conservancy, water drawing, etc., I estimate that an average road embankment 24 feet wide at top and two feet high will give employment to about 12,000 units in sandy soil with people in fair condition, and up to 25,000 units in very hard or stony ground with people in poor condition. For the North-Western Provinces soil in general I think it may be taken as about 16,000.

(ii) I have no experience in actually consolidating the metalling on a road by relief labour, and the operation is carried on under conditions of weather, or a supply of water, which cannot often accompany a famine for any time; but apart from the work of consolidation, a sufficient quantity of stone metalling for five years, including the first laying, would be about 60,000 cubic feet for a mile of 12-foot stone metalling, if the metal were laid on a well consolidated embankment. This quantity of stone, of an average degree of hardness, would give employment to about 23,000 units, calling each man, woman, and child a unit, and counting in all the subsidiary workers as well. The estimate applies to stone metalling and not to *kankar* or *muram* metalling: it is also exclusive of consolidation.

53. Very few miles of new roads were constructed; those that were made are roads the necessity for which was long felt, and they will be maintained. The whole of the work done on roads practically consisted of filling in, raising, and repairing old unmetalled roads which there was never money enough to repair under ordinary conditions. The work done is thus an actual asset, inasmuch as it is an improvement and repair of established roads. The majority of them will probably, almost certainly, have no more repair in the future than in the past; but they will be better roads than before, and the filling in and raising will facilitate local traffic for many years to come.

54. In the districts I have had to deal with there is very little more road work to be done that would be of any use.

55. An excellent means where it can be done. This applies to stone metalling, as I have had no experience of *kankar* collecting by relief labour.

56. Metal cannot be profitably carried very long distances; where stone was worked much last year, it was collected in excess of probable local requirements for the next five years.

57. In my opinion it is the *best* method of employing relief labour, both (i) as a means of giving employment with a sufficient labour test on the women and children, and also (ii) as a means of permanently benefiting the villages.

59. Take an ordinary village tank as about 200 feet square; then five hundred to eight hundred persons could be conveniently employed on it simultaneously. To prevent the village crowding on to the work, it is sufficient to give it out to piece-work gangs, paying *strictly by the quantity of work done*, and, by preference, paying weekly instead of daily.

60. In Allahabad alone 667 tanks were deepened by the Public Works organization during the recent famine. Thrice that number of suitable tanks could be found for working on next year if necessary. In all the other districts there are tanks enough for five successive famines of any probable dimensions.

61. In Banda alone.

62. They are protective and add to the stability of agriculture; but they are very expensive and require much more money and attention to be spent on their upkeep than mere tanks do.

63. I do not think large impounding reservoirs, such as this passage indicates, are likely to be suitable. In such works it is almost always necessary to eventually provide masonry escapes of some sort; and these involve a heavy expenditure, which does not afford famine relief to any considerable extent. They also require constant attention afterwards, and probably heavy repairs and upkeep.

67. I believe that investigation by an Engineer accustomed to irrigation from hill streams, such as is practised in Dehra Dun and some other places, might find a profitable alignment for two canals in the South Allahabad district, both of which would certainly afford useful irrigation on fairly large areas. (i) A canal from the Tons river, at present shelved because of the apparent great cost of its head works; and (ii) a canal from the Biland river, not yet examined. Both these canals would irrigate comparatively large areas in all years and add much to the stability of agriculture in Southern Allahabad. If found practicable for a reasonable cost, they would be of very great benefit to that backward tract of country.

70. The provision of the old code was for a programme to be forwarded by the Commissioner to the Chief Engineer. The programmes did not pass through the Superintending Engineer at all; he was therefore quite in the dark as to their condition. The scheme of a general programme to meet the wants of a famine is impracticable in the form it has taken. I think it would be practicable in the following form:—

(i) Projects to be drawn up from time time for a limited number of large works, which will consist almost exclusively of earthwork and metalling and which the Government, on the recommendation of the Commissioner, decides to be useful and advantageous, but not productive

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enough to justify their construction under ordinary circumstances. Such works to be then entered in the programme, and the complete projects filed in the Scarcity Branch for use when occasion arises.

(ii) The remainder of the programme to be filled up by the selection of (*a*) a sufficient number of *named* village tanks to be registered in a manner to ensure easy identification, each to be deepened five feet over an area of 60,000 square feet, and each providing employment for about 20,000 units, taking all classes of labour together and by (*b*) a fixed quantity of metalling to be collected at each of several named points on the basis of five years' local demand. A simple programme of this kind could be kept up without difficulty, and it would be of use. The old programmes with their annual revision and very numerous miscellaneous works broke down from overmuch procedure, and proved of no use when the time came for serious famine work. It is a waste of time to have too much procedure, and too many estimates drawn up beforehand for such works. By the time the famine comes all the procedure has become rusty and the estimates are probably out of date. If the estimates for a small number of large works, almost exclusively earthwork and metalling are kept on hand, they can be looked after: and if a large number of suitable village tanks are fully named on a list, they can be commenced at once. There is no use in an estimate for these; but if estimates are required for them a repetition of a single estimate should do for each of them. The cost of constructing a work by relief labour varies with the price of grain and the condition of the people, such estimates have therefore no relation to the cost or to anything in fact excepting the quantities, and the capacity of each work for the employment of relief labour should be calculated on the quantity of each kind of work, and not on a hypothetical rate of cost.

II—As to large and small works, and the distance test.

71. Distance:—

(*a*) five miles is the probable maximum;

(*b*) up to any distance, in proportion to their necessities. Immigrants came 30 miles in some cases.

72. Practicable, but I see no advantages in it.

73. As an enforced rule, *No*, not even in the way the case is put. The loss of home, the frequent loss of holdings, the deprivation of all power to make arrangements for the coming seed time, the crippling of the future—all these would in many cases far outweigh the help received, and would carry on the effects of famine for another year or more. But I do not understand why the labourers need be employed on useless works near their own homes instead of on u eful works no further off.

74. About a third were hutted on the works.

75. It has resulted incidentally from the distances.

76. I consider that a sufficiently high task and a low rate of payment for it are in themselves sufficient tests *and the best*.

77. This is replied to in No. 77 A of the Addenda.

78. No famine is likely to be much more widely spread than the recent one, and in it the majority of workers returned to sleep in a home of some sort.

79. No reductions for distance were allowed, nor do they seem to me practically workable.

80. For those who were hutted it amounted to about six annas per head per month, as near as I can calculate it.

81. Distinctly so for a time.

82. Residence was not enforced, but some blankets were provided.

83 The proportions were not noticeably different. But in works brought close to the people's doors I am of opinion that they could do without any general provision for dependants, other than feeding the dependants of selected families in which the bread winners were few and children many, as, for instance, a widow with a family of small children.

III.—Task work and piece work.

Mr. Higham's *Final Notes* have not been issued to the Engineers engaged on the famine. I am therefore only able to answer from recollections of a persual of a copy lent me by the Chief Engineer in December.

84. The proportions varied from time to time according to the extent to which the intermediate system had been introduced. At one time, in February, nearly all were on task work and wages; after the 20th June nearly all were on strict piece work.

85, 86, and 87. Piece work with a *minimum* wage and some assistance in feeding dependants in the districts more severely affected. I think the system worked out in the North-Western Provinces and Oudh Revised Famine Code of this year is the best we could have here.

88. I would include them in the general gang task (piece work) at a smaller task than for the stronger members, on the method worked out for stone breaking by piece work in my note of 21st June 1897, which is mentioned by Mr. Higham.*

89. The work of the whole gang should be paid for, and the earnings limited to a maximum wage, approximately 25 per cent. in excess of the ordinary wage, as worked out in the same note.

90. I would in general keep an earthwork gang to a strength of about 80 workers; and a stone work gang to a strength sufficient to turn out a fixed daily task of 240 cubic feet, as see provisions in pages 122, 125, 126 of the Revised North-Western Provinces Famine Code of 1898.

91. I do not trust the headmen of the gangs to carry out such a duty.

92. Possibly the numbers of persons would be reduced by 6 to 10 per cent.; the special establishment could not be reduced, but the outturn of work would be increased by perhaps 25 per cent.

93. Not those really in want.

94. As now given in the North-Western Provinces and Oudh Revised Famine Code.

95. As now given in the North-Western Provinces and Oudh Revised Famine Code.

96. I see none.

96 A. Yes, as in the Revised Famine Code.

97. As in the Revised Famine Code.

98. My own view has been 12 years, but the general opinion was 10 years.

99. Merely omit payment for work not done, with the provision of a *minimum* wage in severely affected districts.

100. Necessary and expedient only in a severely distressed district.

101. Great numbers, and it was found that the D wage was ample for light work.

102. All workers up to 25 per cent. in excess of the normal unless their dependants are also being fed or paid.

103. I should prefer to cut out Sunday altogether and spread its allowances over the rest of the week. I venture to refer to paragraph 55 of my report on the famine operations of the Additional 3rd Circle, where the question was gone into at length.

104. Yes. It is already introduced on those lines, but slightly simplified, in paragraph 43 of Appendix DXIV, see page 121 of the North-Western Provinces and Oudh Revised Famine Code, and on a basis of 10,000 cubic feet, of a 'reduced lead.'

105 and 106. Answered in above.

107. They cannot be instructed to do it at all times, but active supervision and reasonable teaching will keep the proportions more correct than if there were no rule.

108. Answered in reply to question No. 89.

109. I regret that in the absence of a copy of the *Final Notes* I cannot recollect the Blackwood system well enough to review it here; but at the time of perusal it did not appear to me to offer any advantages over the system now incorporated in the North-Western Provinces and Oudh Revised Famine Code.

110. I have had experience of all three systems, and taking everything into consideration, I think it is safest to adopt the system incorporated in the Revised Famine Code.

* P. S.—Mentioned in paragraph 27 of Mr. Higham's notes on the North-Western Provinces and Oudh works, and in paragraph 11 of his Final Report.

112. The proportions have not differed very greatly. In the whole body of attendants on works, including workers and dependants, they were as follows :—

		Per cent.
Workers	Men	25·12
	Women	33·90
	Children (over seven years and under 16 years)	21·95
	Workers	80·97
Dependants	Men	0·87
	Women	1·15
	Children (under seven years)	17·01
	Dependants	19 03

113. I do not see the bearings of the question. If a man and his wife have two children, and they all come on the works, then the woman and children are three-fourths of the whole number, as in the table given above. The women alone, if they all come on the works, far outnumber the men; and there ought to be more children than adults. Many men must have left their women and children at home, or the disproportion would be greater than it has been.

IV.—Relations of Civil and Public Works Officers in connection with the management of relief works.

114. In the Public Works Department we have an organization for the express purpose of carrying out works; its officers and subordinates are trained and accustomed to the organization and control of large numbers of people on works. There is no other body of public servants in the country with the same training. I therefore can see no advantage to be gained by relief works which require any degree of supervision being carried out by any other agency than that of the department which exists only to carry out public works, especially as the Civil Officers are at that time overwhelmed with their own proper duties. I therefore entirely agree with the division between departmental and civil relief works which is made in articles 56, 57, 58, and 90 of the Revised North-Western Provinces and Oudh Famine Code of 1893.

115. (i) As to the Collector—

This is a complex subject. The ordinary standpoint taken has been that as the Collector is responsible for the relief in general, he must have power over all but the purely technical details of even the departmental relief works. The theory entirely rests on the responsibility. But in the ordinary meaning of our language, the man who is responsible in regard to any matter is the man who directly supervises it, and who will be blamed if it goes wrong: and conversely, the man who directly supervises a business, and who is blamed if anything goes wrong in it, is understood to have been responsible for its management. Now in actual fact and by our experience, *who* is the man that actually supervises departmental relief-works? It is the engineer. Who is the man that gets the blame if anything goes wrong on such works? It is the engineer. I do not think the theory of the Collector's responsibility comes into action when anything is found to have gone wrong in departmental work. But I take another view of it. A famine is a dire calamity, calling on the whole body of Government servants to put out their best energies for the common good; it occurs seldom and does not last long. Under such circumstances I do not think we can afford to be severely logical in organization, fitting in pieces like a Chinese puzzle. It is necessary to leave a margin and room for one set of officials to make up deficiencies of the other when necessary: and on these grounds I think it best to leave the question in some degree of obscurity, somewhat in the manner done in the provisions of the Revised Famine Code (1898) of these provinces, but I would prefer the use of the word "*departmental*" in place of the words "*strictly professional*" in the last line of article 34, page 7. In these the Collector is given very wide powers, subject to many provisions in the Code and its appendices, and pending reference to superior authority. If these wide powers are abused, it is the duty of superior authority to see to the matter.

(ii) As to Commissioner—

I consider that the Commissioner should have full administrative power in all matters not *departmental*. I consider this limitation, introduced by the proviso "not departmental," is a necessary one.

116. Each in his own province as above, the Collector regarding general matters, the Divisional Engineer regarding departmental and professional matters just as in his ordinary works. *Mr. C. G. Palmer.* *25th Mar. 1898.*

117. Emphatically not.

118. Men selected by the Board of Revenue from among naib tahsildárs or from the Board's list of approved candidates.

119. Without doubt. Any outside interference with the officer in charge of works would throw everything into confusion.

120. Necessarily. Any other course would lead to conflicting authority and responsibility, and constant friction.

121. Not essential. In my opinion not desirable.

122. The petty works carried out by civil officers required very little system or organization. They were managed on quite different lines to the departmental works.

123. None that I can recollect at this time.

V.—Other details of management.

Replies to questions Nos. 124, 125, 126, 131, and 132 are omitted in accordance with the orders in the foot-note.

127. No *chalans* were required. All comers fit to do any degree of work were taken on.

128. In Banda district—

(i) Considerable difficulty at first; it was overcome by Mr. Ferard's personal efforts.

(ii) They are unaccustomed to continuous labour in that form and worked ineffectively; but they were not worse than many others, *e.g.*, the sturdy beggars who found private charity dried up.

129. The maximum should be six thousand workers, as see article 6 in rules, Appendix D-XIV, page 110 of the revised (1898) Famine Code of these provinces. A minimum cannot be stated for a charge to start operations with: but when at the close of relief operations the numbers on a relief charge have dwindled down to 300 workers, the charge should be closed and the workers drafted to another charge. Similarly, if a charge has been open a month and has not attracted more than 300 workers, it should be closed, the workers being drafted to another. The last charge of all should not be closed till the orders of the Local Government are received.

130. Always kitchens, for all "dependants" in the case where dependants are to receive assistance at all.

VI A.—Interference with the supply of labour to private employers.

133. I was three or four times told by small landowners that, as a consequence of the relief works, labourers would not come to them for field work at the ordinary cash wages. I explained to such men that the ordinary wages in *cash* meant starvation, whereas the Government desires the people to live: but that I had no doubt if they would give the customary *grain* wages as before, they would get an abundance of labour. In some cases I heard small employers had converted customary grain wages into cash wages calculated at very near ordinary grain prices, and then expected the people to be content with the inadequate cash wage, which did not nearly purchase grain equal to the customary grain wage.

135. They followed the rise in price to only a small degree, adding, perhaps, 20 per cent. to the cash wage when the grain price had risen to nearly double.

136. That is my opinion.

137. I do not think it an evil to give public employment to men rather than allow them to starve in underpaid private employment. Excepting for a short time in Cawnpore, I do not know of men being attracted to relief work from properly paid private employment. There is danger of this occurring under the "task and fine system" of the old Code; but if the scale of wages is correctly regulated by the Local Government, there is no danger of it under the revised Code system of "payment by results."

138. I think many such small works were undertaken, but their effect was but a drop in the ocean.

139. I know no better system than the one of partially recoverable advances for agricultural works instituted by His Honour the Lieutenant-Governor early in the recent

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famine, and now incorporated in the Revised Code and its appendices.

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77A. Yes. It prevents those who have small local resources from going to the works until their resources are entirely exhausted: and they are inclined to wait too long in the hope of something occurring to prevent the breaking up of their homes.

113A. I think it is good policy with a great rise of prices, as it will relieve the labouring classes and keep them in full working condition. In a district where there has been no succession of bad seasons it might stave off the necessity for further measures of relief at a later date.

113B. I doubt it. I think that under such conditions the sooner that relief of all kinds is reduced to its normal proportions, the better it is for the State and for the people.

113C. From the existing budget provisions as far as the money would go, but in the case of any large outlay it would be necessary to make special provisions to meet the excessive outlay, and as that outlay would be primarily incurred for the relief of distress, it would reasonably be charged to Famine Relief.

282. I think it was more than proportionate to the actual conditions as they were at the time, but it was caused by a natural apprehension of the future, which led nearly all small farmers and other holders to retain their existing stocks until they saw some promise of replenishing them in the near future.

284. The grain flowed quickly and freely. The only obstacle that struck me as being of any importance was the absence of a direct railway line from Allahabad to Fyzabad. Along the road between these two places there was a constant stream of bullock carts bringing the cheaper grains, principally *juar* (*sorghum vulgare*) to Allahabad. Had there been a railway there, the grain traffic would have been greatly facilitated.

304. I have discussed this with many native dealers and merchants. Nearly all of them considered it would at least steady the retail prices and prevent the daily changes which so often harassed the poor in towns. My own opinion is that any such attempts would have ended disastrously by the organization of distribution breaking down at the time of most severe strain. Ordinary merchants and small dealers did not know what the strain was on the whole governing and official organization of the provinces, nor can they realize the practical difficulties of official distribution to such vast masses. Under the system of non-interference, we had the assistance of every trader in the country, and every man of them managed his own business. I cannot conceive of any improvised State organization which could have carried the work through without the most wasteful expenditure. I believe that any such attempt would have, at the least, added a very large sum to the cost of relief: and, however closely guarded, it would have checked the activity of private trade from a natural apprehension of further interference with it.

305. There were such, and they succeeded for a very few days at a time. They were annoying and burdensome to the poor on such occasions, but not for long. On the whole, I think, they were less of an evil than any direct interference would be, and I know of no method of breaking such rings which would not bring other evils in its train.

(*President.*)—You were Superintending Engineer of the 3rd circle during the famine?—Yes, additional 3rd circle.

(*Mr. Higham.*)—What districts had you in your charge?—Allahabad, Fatehpur, Cawnpore, Jhansi, Hamirpur, Banda, and Jalaun.

That is, the whole of the Allahabad Civil Division?—Yes.

That included districts in all stages of distress?—Yes, but they were not distressed to the same extent.

Some were scarcity districts?—We had not that nomenclature.

What is the difference between "famine" and "scarcity"?—I think you can tell it on the spot. It is relative distress.

Was a standard of any kind laid down as to what constitutes a "scarcity" and what a "famine" district?—Not that I know of.

The district is declared to be "scarcity" or "famine" by the Local Government?—Yes.

You cannot say what the standard is?—The standard is in the test-works.

Does not the number on test-works depend a great deal upon the situation of the test-work?—I think not, for instance in the south of Allahabad in 1896 Mr. Bird had test-works open for two months. He could not get more than 300 to 400 people to come. In 1897 we opened test-works within 3 miles of the same spot and had 10,000 people in five or six days.

Supposing you had started it close to the town or big village?—Even then I am sure that you would not have got many unless you offered a good deal more than we did.

You were originally appointed with the idea of supervising relief works for the Provinces?—Only civil works.

You had nothing to do with public works?—No.

Not as adviser?—I did not understand it so.

The idea was that you should go to all districts and control the arrangements for civil works?—Yes, as adviser. I had no executive powers.

How long did you hold the appointment?—Nominally till the end, but going round was stopped as operations expanded in the Allahabad Division. In Allahabad it got out of the hold of one man. I was then given the Allahabad Division which took up my whole time.

Your touring was confined to the Allahabad Division?—Yes, after the middle of January 1897.

You had no concern with civil works in other divisions?—I have given advice sometimes even after that date.

In Colonel Pulford's circle was he the adviser, or did they come to you?—I don't remember any Oudh men coming to me, except for establishment. They would go to the nearer man.

The civil works of other divisions were not supposed to be under your supervision after you took charge of the Allahabad Division?—As a matter of fact it was impossible for me to leave the Allahabad Division.

When did you join the Allahabad Circle?—On 1st February 1897.

From that date your duties were practically confined to the Allahabad Division?—Yes.

Did you see much of civil agency works?—Not as much as I should have liked to.

Were these works carried out on the principle of making recoverable advances?—Almost without exception, I believe.

A certain proportion was advanced?—More or less. In heavy distress, where they had had a succession of bad years, you could not recover much: you had to do it through zamindars.

How were works carried out. In the same way?—No. They were practically piece-work. They made some attempts at combining piece-work with daily wages for weakly people. The weakly person has been our stumbling block everywhere. Village works are not the proper place for him.

What was paid on piece-work?—There it was practically Blackwood's system. But the complaint was that the contractor would simply take whom he liked.

I suppose it would be an advantage to him to employ the most able-bodied?—It was to his advantage to employ most of his own family. In Karwi the Thakurs dug with their own hands, and the women did carrying work at night.

Were advances made to the Lambardars of villages?—Yes.

Can the Lambardar be relied upon to employ the people most in need of employment?—I think so in most cases. He might sweat a little out of it. It would not pay them not to employ the respectable poor. They would sooner employ the respectable poor than the friendless poor.

Would not the Lambardar be interested in employing able-bodied labour?—I do not see why he should. He paid by the pit. He would pay by the quantity, and it is no concern of his whether the persons who dug the pits were able-bodied or not.

Civil agency works really only employed the more efficient labourer?—No. They were a great help to the more respectable people who would not have liked to come to works.

You say in your final report, dated 23rd September 1897, paragraph 48, that you consider that the wages actually paid to people were quite enough to support them?—My constant doubt was whether they were not a shade too high. The hardest case I know of was that of the single young man who was too weakly for digger's work.

In the same paragraph you say that when grain was sold at 8½ seers on the works the wages were fixed on the 10-seer basis, and so on with other rates. When would the 10-seer basis be introduced? Directly the rate fell to 10 seers?—It began with 10 seers, and at the time the 10-seer basis was introduced, I think the actual rate was a little over 10 seers.

Was the rate of wages raised?—We never found it necessary to raise wages any higher. In addition to the actual grain they have lots of local products. There was *mowha*, that lasted for a long time. They have berries in Bundelkhand.

Then again the grain-equivalents are based on a certain quantity allowed for fuel?—I never saw a man buy fuel. His people either picked it up or stole it.

In paragraph 49 you give us for the different districts the various changes of basis that occurred. Is this complete?—It is absolutely complete, to the best of my recollection.

It would appear that you sometimes worked on the 14-seer basis, sometimes on the 12 and sometimes on the 10?—Yes.

In one place you had an 11-seer basis?—Yes.

Speaking generally, you jumped up 2 seers at a time?—No change was made for less than 10 per cent.

You had jumped from 10 to 12?—You must not jump under 10 per cent.; you may jump over.

That is to say, wages lagged behind 10 per cent.?—No. Conditions changed so rapidly. In Bundelkhand they live in tiled houses, one-third of which break every year, and about three weeks before the rains a large proportion goes out tile-making. That employs an immense lot of labour. There is also ploughing. The landlords there are willing to pay wages which altered the conditions.

You mean to say that wages were reduced with reference to other conditions than Tahsil rates?—I think the tahsil rate is no good.

Whether the rate was for the whole district or not, you took into consideration the demand for the labour?—Yes. It was better for the men to go to productive labour.

In order to force him you gave him a tighter rate?—No, not force, but to induce him to go when his labour was directly reproductive.

The rates on works where grain was sold differed greatly from the published rates?—I saw one or two cases in which the rates on works were cheaper than the published rates. Ordinarily they were a little bit dearer. There was never much difference.

The rates were never forced up on works?—I think less on works than in bazars. My own impression was that they were steadier on works.

The B digger on the 10-seer basis would get seven pice?—Yes.

Supposing at the time this scale was in force the regular rate was 8½ seers to the rupee, it would come to 8½ chattaks to the anna?—Yes.

He would be able to get something under 15 chattaks?—Yes.

Your Code contemplates that he would be able to purchase 19 chattaks?—Yes.

He would really get four chattaks less than is contemplated in that?—Yes. On our works they did not entirely live on that. They had other resources. My impression is that the Code wage is too high.

As a matter of fact, the B digger, if he spent all his wages on grain, would only have been able to buy 15, instead of the 19 chattaks contemplated in the Code?—Yes.

You lowered to the 12-seer basis not because of the fall of prices?—No, because it was found to be attracting labour from private employers. If people had been allowed to stay on works the harvest operations would have been hindered.

A very large proportion of the workers were women of the carrier class?—Yes.

Under your 10-seer basis she would get five pice?—Yes.

If grain were at 8½ seers to the rupee, five pice would purchase 10⅝ chattaks?—10·625.

Instead of the 13 chattaks which she was supposed to be getting under paragraph 104 of the Code?—Yes.

The B diggers were reduced from 19 to 15 and the women from 13 to 10½?—Yes; even then I doubted if they were not getting too much, excepting for the individual case.

We have been told that the Code allowance of 13 chattaks for a woman is a good deal too little. You are of opinion that 10½ chattaks was too much?—Well, at the same time there were local resources that a number of them had, rabi crops and *mowha*. A Bundelkhundi will often tell you the truth. I asked some of the people what they were living on. A man showed me some pice he had saved. I asked how, and he explained that the children would go and steal *mowha* which was mixed with the food. *Mowha* stealing consists of picking it up from under stray trees and is permitted. These by-products are what helped us along.

(*Mr. Holderness.*)—Was it the case in Jalaun?—It was in Jalaun that I was convinced of the theory.

Do you think if there was no *mowha* that they had a sufficient wage?—Then I think it is just about as tight as you can do it.

In the Jalaun district would you safely take as your assumed grain rates something lower than the actual price of grain?—Not quite. In the Jalaun district they held to the 10-seer basis a little later than elsewhere for that reason.

(*Mr. Higham.*)—Making allowances for these by-products, do you consider that if wage bases were identical with the market rate for grain we might allow a smaller number of chattaks than are at present allowed in the Code?—I am not sure at all seasons. From my experience I consider in the winter the market prices were nearer the basis than later on. There was not much difference. I don't think you could have screwed them up in the winter. There was more margin in the hot weather.

(*President.*)—What do you mean by basis?—I mean the assumed rate. There was more difference between this and the actual market rate in March than in winter.

(*Mr. Holderness.*)—Was that difference against the labourer?—Yes.

(*Mr. Stoker.*)—Are you speaking of the grain supply or the sufficiency of the cash equivalent?—I believe the grain would be sufficient. I mean the cash payment would be too much.

(*Mr. Higham.*)—Then you think the most convenient way of allowing for these outside products is to adjust the difference between the wage basis and the market rate?—I think so.

On whose recommendation would it be done?—That of the Commissioner. There were numbers of reports going to the Lieutenant-Governor.

Did the Lieutenant-Governor decide what the rate was that was to be paid?—Practically. The Commissioner reported that he had done it, if he felt any necessity to do it at once, and got sanction afterwards.

In paragraph 104 of the Revised Code in class C the rate laid down is 14 chattaks for men and 13 for women. Considering the difference of 15 per cent. between the wage you gave and what is allowed here, what is the advantage of having a distinction?—I am not sure that it could be theoretically defended, but I think the practical point is of more importance. Public opinion among the villagers would be very strong against a woman getting the same number of pice as the man; this would be the case even as regards the weak men in a carrying gang.

On the 10-seer basis you paid the same rate?—They understood that it was an accident. There was always a feeling that a man should get a pice more. This question of 14 and 13 was gone into by the Committee, and the general vote was that it should be retained.

It seems to me you are straining at a gnat and swallowing a camel. A woman is entitled to 13 chattaks and gets 10½, and still you are sticking at this difference of one chattak between a man and a woman. You think the natives understand the difference?—I think so.

Under the Code system and with a 12-seer basis there is a certain wage for carriers of four pice or five pice according to the sex, that is, you gave a different wage to male and female carriers. On page 288 of Volume III in Appendix VII you speak of the intermediate system. When this system was introduced you apparently did not think it necessary to maintain this difference?—It became too complicated to have made a distinction here.

You over-rode that strong feeling among the people?—Yes. We gave it more as piece-work.

On the 12-seer basis, if he did the ordinary task, the male carrier got four pice?—Yes.

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On the Code system he would get five pice?—Yes, but in the party there might be a little child.

That counted one-half?—They were all family groups.

When you brought this system in you equalized the man's pay with that of the woman?—We took the mean of the carriers and that brought that right.

Supposing you had a man, woman and a girl, each would get paid?—Yes.

You paid each carrier?—Yes.

You paid the third carrier?—Yes, when of one family. In theory we paid each one, but in practice we could not carry it on. We made some alterations afterwards.

What is the amount allowed to a male carrier?—For three carriers it came to 4 pice each.

Under the Code system they got 5 pice each?—No. If you take the earnings of the three carriers it came to the same thing. I should like always to pay the man carrier one pice more, but it is very hard to manage.

It was for the purpose of avoiding that complication that it was proposed the male and female should get the same wage, and which I find in practice you have been paying and now you propose to perpetuate that difference. In my note I proposed to give the same wage to both sexes?—That note did not reach us in time the North-Western Provinces Famine Code Committee sat in October.

As regards the payment of the wage, did you pay daily?—There was a short time when we tried paying twice a week, but people were coming in such a rush that we had to go to the daily payments.

Was it practicable under your circular for every worker to receive his pay separately?—Practically so, under the Code system where the wages were calculated on the persons at work, that is to say, sometimes the head of a family got it, but generally every man, woman, and child got pay into their own hands. All but babies in arms got their own wage.

Your payments were made by means of mohurrirs?—Yes.

You mention in paragraph 31 of your report that in Ja'aun you had special paymasters. Why was it given up?—It was retained throughout Jalaun as an experiment. The Collector was very much in favour of it. I did not object to it in any way. I watched it carefully and could not see that there was very much advantage in it.

Were you of opinion that the mohurrir's payment was so satisfactory that you did not require special paymasters?—Yes. The practical difficulty was to get enough of them. The Jalaun system required a good deal of supervision. It was introduced into Jalaun and confined to that district. As a means of ensuring the money getting to people you could not have improved on the mohurrir system.

Is there not great danger that the mohurrirs will draw money for workers that are not present?—I suppose they would if you let them.

Is not the employment of paymasters a check on that?—If you get the right sort of paymasters. The paymaster would generally be no check, he and the mohurrir would go shares as soon as you began to rely on him.

You think it would be well to have mohurrirs only?—Yes, then you knew your danger and would rely on nobody.

In paragraph 8 (page 256) of your report you say that children being emaciated was the reason for starting kitchens?—Yes.

When you paid for the children, what amount did you pay for each?—One pice each.

What was the cost of feeding children in kitchens?—Almost exactly two pice.

Do you think it is fair to say that the parents will not feed their children when they did not get more than a pice for each?—I think that they were very ignorant villagers. They stuffed their children with their coarse bits of *chuppatees*. They could not prepare the food as it was prepared in the kitchens.

You attribute the improvement in the children not so much to the increase in quantity of food as to the improvement in quality?—To both. I consider one pice is too little for a child.

Do you think parents cannot be trusted to feed their children?—I do not mean they cannot be trusted. They are not able to do it. The children are debilitated, and they give them the very coarse stuffs they eat themselves.

With regard to paragraph 41, was an attempt made to employ contractors?—This was started while I was still in the third circle. It broke up before I returned. None was done under me and I know nothing of it.

You don't think it had a fair trial?—I think I have said so plainly.

You make light of the danger that contractors won't employ weakly persons?—I cannot see what difference it makes on works.

The objection to the system is that weakly persons could not earn enough?—That was not the complaint made. The complaint was that weakly persons could not get work. If you say they could not support themselves that is another thing.

You have said one of your difficulties was to get a sufficient staff of work-agents?—Yes.

Were Public Works contractors utilized at all as work-agents?—No.

Suppose you had taken them as monthly servants in measuring up works, do you think that would have relieved your difficulty about work-agents?—I doubt it. I doubt if they could have resisted the instincts of the contractor.

Do you think they would have come?—Not the men we wanted, nor are there any great number of them.

If you employ them as contractors?—You can rely upon it that the coolies will let you know that they have been cheated.

You have to be as constantly there?—Yes. You have to go round the works just as much.

You require practically as much establishment to look after contractors?—Just as much of the controlling establishment, but not of mohurrirs and mates.

Superior establishment?—The more superior establishment you have the cheaper everything is.

With regard to Appendix IX, in working this intermediate system you had to put on more carriers than were theoretically required?—Yes.

Were there generally more?—In Cawnpore it was very general. In North Allahabad not many, generally there was an excess of carriers.

Supposing you had excessive carriers and the maximum task was done, did the carriers get the maximum wage?—Yes. If there were more than a reasonable number, then we put them on to dressing.

Supposing on the intermediate system work is stopped by rain, do men get anything?—No. It was forbidden. Under the rules we were not supposed to pay them anything if they stopped work.

If you had a rainy day?—Then they took their chance, as they do in private employ. On one occasion we saw that they had been trying to get work, and after consultation with the Collector we paid them.

Were the workers ever in a position to earn more under this system than on task-work?—Yes.

How?—In calculating task-work people always forget the fines.

In task-work you didn't fine?—Yes.

What were they fined down to?—The penal on the Code system.

On the intermediate system how far were they fined?—They didn't get the money. In one case we fined them, in the other we didn't pay.

How did a man on the intermediate system earn more than on task-work on the 12-seer basis?—There was a difference of from 2½ annas to 3 annas in the earnings.

In task-work you support their dependents?—Yes, in greatly distressed districts. At the end we did not give cash to dependants, but only food.

On the intermediate system the party can do nothing on a rainy day?—No.

If circumstances prevented their doing the maximum task?—They got less then. There were no rainy days in stone-breaking, the people were under shelter.

As regards earth-work?—That was very small.

If any circumstances prevented their doing a full task they got fined deeper down?—They didn't get fined first. They were paid according to results. The object being to bring them back to the natural results of labour.

Were they ever in a position to earn so much more on the intermediate system as to be able to support their

dependents and themselves on Sundays?—Yes, they could do that, given fine weather.

Working 25 per cent. above the full task?—Yes.

With regard to Appendix IX, the result of the introduction of the rules was that small parties disappeared?—Yes.

What was the object of these rules?—There was great difficulty in keeping up the immense mass of accounts required for small squads. There was a tremendous amount of supervision required. I introduced stone-breaking. I talked it over with several men, and section officers said they could work it better on the gang system than by small squads. It proved an immense success on the gang system.

If you had a small party in the gang who did the maximum task and who would earn the extra pice, and there were other members who did a short task, they would not get the extra wage, would they?—No. We found that didn't work in practice. The people sorted themselves. The result of experience was that you would get good men working together. There was no difficulty whatever in working this system of the gang. Bad workers were either reformed or turned out of the party. In the gangs there was room for what I may call "inter-helping".

You gave up the individual task?—Yes.

If you have large gangs and pay them strictly by results, would it not be simpler to pay purely by the amount of work done? As you pay contractors?—Yes, it would be simpler, but the critic would go round and question the people, several would complain that they had received little or nothing and the work would get a bad name. It is absolutely necessary to pay it into the hands of the people.

The only objection to true piece-work is fear of the critic?—Yes.

Wherever we have been we have found that, except in one place, side by side with the Code system of task-work, there has grown up a system of payment by results. The system of payment by results varies. In the North-Western Provinces it is the revised intermediate system. There is one difference between the North-Western Provinces and other Provinces. In the North-Western Provinces you have your task-work system in some districts entirely, and payment by results in others, according as to whether it is called a famine or scarcity district. In all cases of payment by result if no work is done, no wage is paid. In the North-Western Provinces some districts have this system entirely and some have the task-work system entirely. Do you consider these two systems can be associated together in the same district?—I am not sure. I don't think they can.

You have made no trials?—No.

The system is that when people come to work they would be told off to task-work or piece-work; those who it was found could not earn their living by piece-work would be drafted to task-work?—I don't think that could be done.

Are you not dropping down to that with your intermediate system?—I don't think so. The weakly people we have are simply put on to dressing gangs. Ours is simply a tail end. There are not two separate works, but there is simply a tail of very miserable creatures.

The question is whether they should be put into separate gangs or put into the working gangs to lower the standard of work?—They are in a separate gang now.

Then it is the same system?—When it came to a moderate number we put them along with the gang, but when it came to large numbers, we then formed them into separate gangs.

Do you consider the conditions of labour are so distinct in famine and scarcity districts that in distressed districts everybody can earn enough for his own living, and in famine nobody can?—No.

In one you must have a system of piece-work, in the other you can only have task-work?—No. You won't fine them below a certain point in famine districts.

In scarcity districts it is piece-work, in famine it is piece-work subject to a minimum wage and allowance for Sundays?—Yes.

Is that in any way different from what we call the Code task-work?—Yes. The difference is in the question of fining down.

What is the essential difference?—Theoretically there is no difference. Practically there is an immense difference.

What is the difference?—It is a matter of sentiment. Under the Code system deductions are shown as fines, whereas under piece-work they are simply short payments for short work, and this is not so much objected to by the people

But is it not true that under the Code system in the Banda District your fines were not treated in the initial accounts as fines, that is, shown as deductions from the full wage, but a reduction was made in the amount of the daily wage entered in the gang register?—That is so, but still under the Code system the people know they are being fined, but it does not seem to them like fines when the system is piece-work.

Now in regard to the question of large and small works, paragraph 53, your experience of small village works is that gained in the south of the Allahabad District?—Yes, there were 300 such works.

As regards the diagram* put in as an appendix of your evidence, when did the system of small works begin?—On the 10th of April.

From that date the percentage of the population on relief works in the Allahabad District went up at a rapid rate?—More rapidly than the percentage in other districts.

In Allahabad and Banda it went up together; that was due to the end of the harvest?—Yes, it was due to the people returning from the harvest.

The sudden increase in the percentage of the population that came to works was more marked in Allahabad than in any other district. I suppose you attribute that mainly to the opening of small works?—Yes.

Due to the superior attractiveness of having their relief near their homes?—I should say superior effectiveness in affording relief, not attractiveness.

Your opinion in paragraph 53 is that as a rule the nearer you can get the works to villages the better?—Yes.

You are not afraid of attracting people who can do without them?—No, only we want a larger staff of Staff Corps officers who will be on the spot, and have the power of saying "we will not allow you to come".

How would the Staff Corps officers do that?—They are very active men and always about.

What would they depend upon if they rejected the labour test? Would they have to depend upon certain rules or tests?—We found that they depended upon nothing but their own judgment.

How would the Staff Corps officers discriminate?—He would talk to the people on works and find out. We wanted a larger staff.

If you increased the supply you would not have got men of the same quality?—I think we could have got double the supply of men of the same quality.

(*President.*)—You said the condition of some of the people was very wretched. Do you mean people on the works?—The people on works were hunted about by cholera; there was difficulty in finding good water. I am referring to people on the works, and also to those off them.

(*Mr Higham.*)—Are you in favour of giving less favourable conditions in the case of task-work near their homes than for large works some distance from the villages?—I would certainly give them a lower rate.

The problem is to increase the attractiveness of useful distant works and put a drag on the others?—I think the lower rate is enough for them.

Would you recommend small works being introduced on the first appearance of distress, or would you begin with large works?—I would rather begin with large works.

And keep these as a reserve?—Yes.

Is there any danger of small village works proving insufficient?—In the parts of India I know of, absolutely none.

If you work close to a village you can give work for a few months, but could you give work for nine months?—In practice we marked off the country into square blocks, each six miles square, into each of these we dotted three or four works. You can find in a block of six square miles an immense number of village tanks and every tank is of benefit to the people.

These people would have to walk two or three miles?—I think there is no harm in that.

Do you think that in your blocks of six square miles you could keep the population employed through one famine?—Easily. In Bundelkhand we could find work for three or four years.

With reference to paragraph 32 of your report were your visiting inspectors persons of the class of Public Works subordinates?—Yes.

* Not printed.

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They looked after the technical portion of the work?—Yes.

How many charges did one visiting inspector have?—Three or four, sometimes five.

They would visit the work once a week?—Yes.

How many Public Works subordinates were appointed as visiting inspectors?—Twenty-two. I have not got the information precisely.

What outside sources did you go to for them?—They were principally men who had been employed in the previous famine and got certificates.

Had they any experience in managing works?—Some of them had, and were very good men.

Europeans and natives?—They were principally Europeans; there were some natives and they did very good work. They were always started as work agents, and then promoted by selection.

What did you pay work agents?—From R35 to R65. Then perhaps some might get a lift to R80.

As regards the officers in charge, do you think the class you used were good?—Yes.

That is, men of revenue experience?—Very few had revenue experience, but they had a character to lose.

Were these men appointed by the Board of Revenue?—All, except four or five.

As a rule they were appointed by the Board of Revenue?—Yes.

I suppose Collectors sent up their names?—The Board exhausted their own list of approved candidates and then sent round to Commissioners and Collectors and got them from them. We got very good men.

What was the pay?—Practically from R80 to R90 a month.

I suppose they were on the list for civil employment?—Yes.

What has become of them now?—A good many have been appointed Naib-Tahsildars.

The men who have done best stand first to be appointed as Naib-Tahsildars?—Yes.

In large works was it generally necessary to have an upper subordinate or Assistant Engineer resident on the works?—No. I should prefer to leave the Naib-Tahsildar in charge.

In any case had you works in charge of Public Works officers or subordinates?—One, but it was a man wasted.

Were you able to spare a man?—No, but there was cholera about and the Naib-Tahsildar had got frightened.

Every charge was solely under the Naib-Tahsildar?—Yes.

The Public Works man going round?—The Naib-Tahsildar is a Public Works man for the time.

I mean he has either the inspecting officer or somebody always going round?—Yes.

In regard to work-agents, on what class do you suggest we should draw?—The non-commissioned officers of regiments.

Would you get anything from contractors?—Perhaps a little.

(*Mr. Holderness.*)—They have no knowledge?—It is in their habits of discipline that they are useful.

(*Mr. Higham.*)—You think that generally one-third of the relief labourers resided on works?—Yes.

Did you give them anything in the way of huts?—We gave them double screens, which were erected like tents.

Were they of any use during the rains?—Yes, for the stone-breakers; other people got drowned out of the works by their excavation pits filling up.

In the rains had you only stone-breaking?—Except in the north of Allahabad and in Jalaun.

Do you think relief works should be broken up during the rains?—As soon as possible.

What would you do?—I would make the conditions harder. They could find lots of work in the villages after the rains began.

With regard to the question of the relations of Civil and Public Works officers, are your views on the subject met by the rules in the Revised Code?—Yes. There are two things I think of. I prefer the word "departmental" in place of the words "strictly professional" in paragraph 34, page 7 of the Code.

As regards the employment of children over 12 years of age, you say you would have them employed as in the Revised Famine Code?—My own idea was that children under 12 should not be on works at all.

Over 12?—Over 12 and up to 16 I would give them less than adults, but call them children.

Do you think children from 12 to 16 would not do as much carrying work as women?—I don't think so. I do not think it would be fair.

Many of your women are nursing mothers?—Yes.

Do you think a girl from 12 to 16 would do as much as that?—Yes, perhaps.

Does it not often happen that girls of fifteen are mothers?—Yes, but even if a mother was under 15 she was always classed as a woman.

In the original Code children were given up to the C woman, and in Bombay and Madras they are so paid. Do you think they do less work, or do you think they don't require as much food?—I think it is the custom of the country.

How did you get at that custom?—In ordinary labour.

Would you keep them as a separate class?—Yes.

The great point is to have as few classes as possible?—I recognize that. If you put children from 12 to 16 in the adult class and do not employ any one over 12, except as adults, you would eliminate the children altogether and then some one would require statistics afterwards.

(*President.*)—Is there not too great a difference between 10 and 16 to give all the persons classed as children under that distinction the same wage?—Yes, I think there is myself. My original idea was that it should be either 12 to 16, or 10 to 14.

You said in your examination by Mr. Higham that you would have got the whole population on the works if you allowed an extra pice or two?—Yes, if you didn't tighten up wages the whole of the labouring population, which is about 90 per cent., would have come.

Has that ever been proved by experience; if so where?—It was proved by the way in which it was running up in Cawnpore; *vide* Appendix XI of my Report. Had the wage been raised to the 8-seer basis, (in accordance with the tahsil rate at that time), I think we would have got an enormous part of the population on.

Do you think there was any really great need for relief in Cawnpore?—I think there was in this way, that if it had not been given there would have been a great deal of trouble. When the scarcity began we took on about 1,000 waifs and strays that you could not put into poor-houses.

(*Mr. Stoker.*)—Were complaints made in the papers that relief was excessive in the Cawnpore District?—Nothing very serious. I think the Lieutenant-Governor sent down orders to lower the basis to the 10-seer basis. The danger is on the one hand of starvation and on the other of the labouring class coming bodily to your works.

(*President.*)—Were there any complaints that people were in bad condition in Cawnpore?—Not that I ever heard of. We had works open for a long time and people would not come to them.

I think you said in reply to Mr. Higham that you prefer big works to small ones?—Yes. I was thinking of departmental works.

Were you thinking of starting these when there is scarcity or in famine?—When there is no doubt that scarcity is severe.

When there is something like famine before you the difficulty in the policy of beginning with large works is that you are generally in this position. When the kharif harvest has failed you generally begin your works in the winter. If you reserve your small works then you reserve them up to the monsoon. Then in the monsoon small works are impracticable?—Well, large works would be reservoirs. I think if you undertake any large works you should begin them as soon as possible.

Do you think it is possible to have a system of reserving small works in your circles for people who would get an order to that effect from the village inspecting officer, and if others were ordered away to big works, the object being to reserve as far as possible small works in circles for people who have some special reason for staying at home, like cultivators, or widows with young children, and weakly persons who cannot go a distance but who are fit for a certain amount of work. The small works would be under special agency and be reserved for such people who would have

passes, all others being ordered to big works. Do you think that would be practicable, or would there be in practice difficulties which would make it impossible?—I think with a good deal of attention it would be possible. Your floating miserables would have to be taken to big works. The difficulty would be to decide who was to use the pass or whether the person who had the pass was the right person.

The idea was to make a list of those people who had special reasons for staying at home. The great advantage of small works was that they afford assistance to the more respectable class of villagers who would otherwise perhaps have been put to a good deal of shame; in fact who would not have come. By that means you give them a good deal of help?—On our small departmental works near villages I am not sure how far it could be done. Perhaps one could work it. It would require a very heavy staff to do it reliably. Perhaps after two or three months when they had been trained to the system it would be a workable thing.

You agree that under the modified intermediate system the most a family could earn by doing the maximum was from 2½ annas to 3 annas more than on task-work?—Yes, supposing those on task-work were never fined.

Yesterday Pandit Hari Krishan Pant in his examination said that under the modified intermediate system the maximum could only be earned if the digger was robust, and at least one carrier out of two was robust. Do you think that is right?—Yes. I do not think the unmitigated payment-by-results system is suited to a place that has suffered severely.

(*Mr. Holderness.*)—The full ration you gave the D carrier, male or female, was 14 and 13 chattaks respectively, that is, the minimum of the old Code?—It has gone down to the penal.

Under the task system contemplated by the new Code, if the worker does a full task he gets the ordinary wage, that is, a full ration?—Yes.

In a famine work, provided he does the work, he gets the ordinary wage?—Yes.

And that represents the full ration?—Yes, of the Code.

So that the wages given to the ordinary worker are precisely the same as he got under your system?—Yes.

Then the minimum wage takes off from each worker from one to two pice?—Yes.

That was what you did when you fined?—Yes.

This really represents your practice?—Yes.

(*Mr. Stoker*)—You see on page 19 of the Revised Code the entry of 14 chattaks and 13 chattaks as the grain equivalent of the full ration for class C workers. What food ration does that represent?—It represents the intermediate food ration between that specified under section 99 and that specified in section 100, the details of that food ration have not been worked out nor were they ever considered, because it is a question of paying in money, and we therefore had to fix upon something which would fairly represent that money between the two extremes of the least and the greatest. The full ration was a food ration sufficient to keep an able-bodied working person in full working efficiency under hard work.

(*President.*)—You kept the grain equivalent as far as the male goes at 19 chattaks for a full ration, that is, the same as the old Code, and reduced the female's grain-equivalent by one chattak, though you didn't alter her ration?—Yes.

(*Dr. Richardson.*)—You say that on large works people did not entirely live on the Code wage?—They had resources besides.

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Under these conditions would it be safe to draw a definite conclusion as to the sufficiency of the Code wage for relief workers in health?—I think the margin between the wages on the assumed basis of prices and actual prices is so great as to almost certainly be greater than their resources. The margin between assumed prices and real prices was greater than any help they received. Any man in charge of works if he found his coolies losing condition would say that the grain was half a seer dearer and would raise the wages all round. We met fresh difficulties every few days in the conduct of works.

If modifications were so constant, would not a rigid system of classification of workers be inexpedient?—We never changed our classification. Any alteration in classification causes confusion. The unit of everything is the classification of labour: if you were to call a girl of fifteen a child one day and a woman the next you would never know where you were. No, you want a rigid classification of workers.

(*Mr. Stoker.*)—Did you, as a matter of fact, find that the wages earned under the intermediate system were sufficient to maintain the labourers?—Yes, certainly; I found that whenever you commenced with the intermediate system people from not being accustomed to it, or from some suspicion, always ran away in certain numbers; perhaps one-half ranaway. In a week they returned and eventually you got something like the numbers you started with.

I understand the rule was that you had discretion to propose any alteration that you found in practice necessary. Did you require to make any alteration?—These are shown in the notes.

As regards the maintenance of a double system side by side, of piece-work and task-work, do you think it would be practicable to maintain the double system?—No.

What is your objection? Do you think it would be possible to sort the workers?—It seems to me there would be difficulty at every step. One difficulty would be to sort the workers, and still worse to keep them sorted.

Had you any experience of giving intermediate work at some distance from task-work, with the result of one attracting labourers from the other?—It was a question that was considered this time last year. There was some Code work in Allahabad which was not far from the intermediate work in Fatehpur. What did happen was that when intermediate works began a lot of people came to Code work in Allahabad. They began to return again because we began to tighten up our task.

You suggested that you would give discretion to officers, such as Staff Corps officers, to refuse people admission to work. Would not that be abandoning the whole principle of the work test?—It is illogical I admit, but I would like it. No mechanical method of sorting can be entirely depended on.

Would it be preferable to make on works a more severe test?—Then I think you starve out the weakly people. It is very difficult.

(*Mr. Holderness.*)—You said that the wage was a fair subsistence wage. I suppose you mean the wage earned by carriers?—Yes.

That being so you could not reduce it by fines?—Yes.

Then the minimum wage would have to be used very carefully?—Yes.

Therefore the full ration so far as the class of carriers is concerned is really a fair subsistence wage?—It is if you suppose they have no resources. If he has nothing else it is a tight fit, but almost everybody has got something else, so it is very difficult to generalize.

RAJA TASADDUQ RASUL KHAN, C.S.I., Jahangirabad, Bara Banki, called in and examined.

Raja Tasadduq Rasul Khan.

25th Mar. 1898.

I put in written answers to the Commission's questions.

Translation of the "Notes of Evidence" written by RAJA TASADDUQ RASUL KHAN, C.S.I., *in reply to the questions framed by the Famine Commission.*

*2. The distress was due to the untimely failure of the rains and of the scantiness of products in several harvests. These circumstances conspired towards raising prices.

3. It rained one-fourth in comparison to past years, and even that short supply of rain arrived out of season. Approximately loss done to *kharif* was one-fourth, to *henwat* total failure, and to *rabi* one-eighth. The prices of food grains were much higher than in other years. The prices of all kinds of food-grains were higher than those experienced in past famines.

4. The condition of the district was varying. There was an abnormal fall in the produce of grains. The last three years were unusually bad.

5. The population was enjoying a material well-being.

The men belonging to the labouring class or other mean occupation were in a precarious condition. The number of these men was small.

6. Agriculture is absolutely dependant on the timely fall of rains and the harvest on its sufficient amount of supply.

*The numbers refer to the questions drawn up by the Commission.

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The absence of other facilities for irrigation affects cultivation to no small extent.

7. Reserves of money cannot be estimated. The cultivators had reserved food-grains so as to support themselves till the next harvest and to meet the requirements of seed sowing. The labouring class had no such reserve. The latter might have been 20 per cent. of the population.

8. Past famine, following the failure of one harvest, was limited to a few districts of Oudh, while the recent one affected more or less this as well as other provinces. The famine of 1896-97, as compared with those of recent years, was of a critical character.

9. The rough estimation made by the Government of the extent of crop failure and the degree of distress, etc., appears to be accurate, because the management made on their basis met with success.

10. In my calculation the number of such persons ought to be 25 per cent. in future.

12. The relief given was adequate to save life and obviate suffering. No relief was given and no expenses were incurred except in cases of unavoidable necessity. The relieved consisted chiefly of those persons who were really in such need.

13. The full and sufficient relief was given to save life and remove misery. The whole relief machinery was conducted under good management and careful supervision.

14. The relief arrangements were not defective, insufficient, or ill adapted in any case.

15. Sufficient and timely help was given; suitable measures had been undertaken for the security of life.

16. A few changes were made in the scheme of relief, because unfit persons were either dismissed or left at their own accord and their place was filled by the distressed people. Temporary contracts worked a considerable change on the scheme, and therefore they were at once abolished.

18. To my knowledge it has been fully carried to the practicable extent.

19. The exaction of labour was in each case commensurate with the labourer's powers.

20. Women and children under 10 years of age were subjected to do what they could.

21. I cannot tell the number of destitute persons, but I know they were relieved, and the cause of the smallness of their number in relief works may be traced to private charity.

22. Persons not in need of relief did not come to the work, but those who were hard pressed joined it. The labour exacted was equal to the working capacity of each person, and the wage given was adequate for subsistence. The work was open to each member of a family. Relief was given; when paupers multiplied, more relief works were created.

23. Residents of distant places disliked to stay; but the necessity being unavoidable, they did.

26. The sufferings experienced in the present famine exceeded in severity those of previous ones. I attribute this to liberality and excellent management, which were commensurate to the demand.

27. Relief was distributed in all possible ways in the form of cooked food from public kitchens and in the shape of cash.

28. To my knowledge home relief was in no case misplaced. *Parda nashin* women as well as crippled and unfit persons received grant of relief at their houses under strict supervision. The unqualified persons got nothing.

29. So far as my recollection goes, no gratuitous home relief was given in any former scarcity. The system was adopted just on the outbreak of famine and at an earlier stage was most beneficial. Destitutes were saved; villages and families were protected from ruin. It had no demoralizing effect on them. They accepted charity to maintain themselves.

31. This famine called forth all sorts of help, whereas in the past scarcities no similar aid was given.

32. The suspension and remission of land revenue by Government saved landholders; nevertheless, the burden of daily necessities weighed heavily on them. They were involved in debts and temporarily reduced in circumstances. Remission affected the tenants as well. Good *rabi* coupled with low prices counteracted to a certain extent the injurious effects of the famine. Restoration to the former position is dependent chiefly on future good harvest. The famine told heavily on the labourers. It reduced their physical powers, and they had their share in the loss sustained by cultivators and land-holders. The gain of the grain dealers was triple to that they usually earned. All other trades necessarily suffered, but the injury is not permanent.

34. I think existing arrangements sufficient.

36. Crop returns give an accurate account of area and kind of grain and of success of sowing; but the entry about the condition of crops is presumptive.

39. The State measures adopted in Bara Banki district were relief to labourers, poor-houses, suspension of revenue in favour of landholders, *taqavi*, and home relief to *parda nashin* women. Similar measures were also raised by private charity. The food-grains, clothes, and cash were distributed. Roads and tanks were constructed.

40. As a member of the relief committee and a taluqdar who opened relief works, distributed charity and *taqavi*, I have had personal experience.

45. All the measures used in the recent famine proved essential and successful. It would have been more beneficial if food-grains had been purchased and sold off at cheap prices.

46. Measures of irrigation should be improved, and *pakka* wells should be constructed.

48. All the measures adopted for preventing distress met with popular approval, especially the home relief given to *parda nashin* women and distribution of gratuitous relief and *taqavi* to poor tenants.

49. Government measures to retain grain houses in the country would be eminently beneficial.

53. Constant repair of roads will be of permanent usefulness. Disrepair will interrupt traffic and flow of water in the rainy season.

54. There is still room for new roads, but it cannot last long. The work may be created by raising and converting unmetalled roads into *pakka* ones. I have no reply to the latter portion of the question.

55. Metal collection on the sides of the roads will be useful for the employment of relief labourers, and it may be easily done.

57. Construction or extension of tanks is beneficial. *Bhur* lands should be avoided when they are subject to speedy annihilation.

59. The number of workers was varying according to necessity. Any supervision preventing those not really in need was very difficult. It can be conducted thus that the headman of a village or some other village, resident of similar position, may be made responsible for enrolling only the needy.

60. The present relief works still admit construction of more tanks. There is ample room for the construction of tanks on the recurrence of famine. Large numbers of men could be employed on them.

62. On the removal of famine these works were regarded fruitful, successfully resisted its severity, and became means of subsistence.

63. Such works will be useful in future famines. A register should be kept in each district for the purpose of recording all particulars, expenses, etc., in order that the works could be easily started in that locality and requisite number of labourers may be at once calculated.

67. I prefer canal construction or drainage works in places where they do not already exist, but the latter project cannot be realized on a large scale. Depth of a tank should be equal to the requirements of the place in which they are constructed. Each tract of land will be regarded as irrigated by tanks, and therefore it will have a favourable effect on the assessment of revenue.

71. The following distance should be kept in view for attending relief works:—

(*a*) three miles;

(*b*) ten miles

73. Professional labourers should be conveyed over 10 miles with their family.

74. In the late famine residence on the works was optional.

75. Residence on the works was not a positive condition of relief. Only those who lived at a great distance stayed out.

76. It is not advisable to make residence obligatory. The remoteness of the relief works will, as a matter of course, persuade them to reside thereon. I can cite no instance

wherein relief works had invited such persons who were not actually in want.

It will not be advisable to put the famine-stricken people to hard work. The amount of their work should be proportionate to their strength, and the wages given should be sufficient to cover the expenses of a day's diet according to grain rates.

A high task and a low rate of wage will not be in themselves sufficient tests ; rather it will be perilous.

77. They will dislike residence, as they shall have to live aloof from their family.

There was no condition of residence in any of the relief works.

When they could not support themselves amidst their family, they resorted to relief works and stayed out, and therefore a lot of their members scattered

78. The number of disposable establishments should be regulated by the increase of workers. To return to their homes depends on the length of distance they have to travel.

81. No complaint reached to my knowledge. The labourers did not suffer from living under thatched roofs.

82. Residence was not compulsory, but those who elected to stop were supplied with bedding, fuel to warm them, and covering.

83. The district, when the work was started at the earliest stage of famine, attracted residents of adjacent places ; but they returned on the opening of works in their own districts. Increase and decrease in their numbers may be attributed to these circumstances.

94. Classification should be regulated according to strength, occupation, age, habit of the labourers :—

(*a*) full labourer men ;

(*b*) full labourer women ;

(*c*) boy or girl up to the age of 14.

95. Common food should be given according to the following scale :—

(*a*) Man . . 12 *chattaks*.

(*b*) Woman . 10 „

(*c*) Boy or girl . 8 „

96. Instead of cash, grain amounting to a day's ration is preferable.

(1) Women cannot do digging work.

Man and woman should be given different wages.

97. Up to 12 years 8 *chattaks* and below 12, 6 *chattaks*.

(1) Boys above 12 years can become bearers.

(2) Boys under 12 should be given lighter work.

98. Minimum age should be 8 years.

99. One-fourth of wages should be deducted in case of unreasonable negligence to work.

100. Minimum limit of wages should be fixed.

102. A labourer may be allowed to do extra work if he is physically capable and healthy. His remuneration should be regulated by his labour.

103. If each Sunday is made a rest day, wages should be given. Only workers for four successive days are entitled to such allowance.

140. Usual private works were closed. If they had been opened, there could have been no want of labourers, as they were numerous.

141. Relief works did not enhance wages ; but the increase was due to high prices, so that a man may earn his daily rations. Increment above the normal rate was from 9 to 6 pies.

142. There was no lack of labourers. They were in abundance.

143. Owing to the aforesaid facts, there was no ground for complaint.

144. Relief work did no interruption to those works which were started by other persons. Famine restricted private works. Had the labourers been employed, their loss would have been preserved, but a work on a gigantic scale was impossible. As famine put a limit to private undertakings, relief works played a prominent part to preserve life.

145. Relief in various shapes during the late famine is regarded sufficient.

146. It was possible, but all persons more or less were within the clutches of hard times. The labourers were numerous. Market rate coincided with that on works.

149. Persons belonging to agricultural classes were not charity seekers.

150. People supported by charity were incapable of work and had poor rations. Self-preservation being difficult, they could not support others.

151. In ordinary years they keep their pots boiling by work in fields or make their living by petty occupation. Famine reduces their sources of livelihood and throws them on public charity.

152. Home relief persons were chiefly respectable *parda nashin* women and boys. Only those men belonging to respectable and low classes, whom famine had deprived of all means of subsistence, were relieved.

153. An estimate can be prepared if their sources of maintenance are examined and vicissitudes in their condition are observed. During scarcity a calculation of number can be made in accordance with its acuteness.

154. Number of labourers is no accurate indication of the paucity of persons requiring home relief, as only those who are capable will resort to relief works.

155. I do not approve the practice of taking incapable relatives to relief works. The crowd of such persons will be a source of sickness in an epidemic form. They should be given gratuitous relief. A relief worker cannot spare from his earnings to support his incapable relations.

156. Gratuitous relief should be given to incapable persons.

157. Gratuitous relief is not popular. It is only accepted in times of acute distress when they know of no other means to keep themselves alive.

158. Inspection organization was strong. Persons entrusted with the work were responsible and honest and were under the vigilance of Tahsil and District Officers. The relieved were utterly destitute, and charity preserved them.

159. A staff of well informed and superior grade officers is indispensable.

160. Acceptance of such relief does not place any social or caste stigma upon the recipient.

161. All well-to-do men opened their purses, contributed their mite towards the well-being of their fellow men.

162. Relieved persons were utterly destitute and unfit for labour.

163. This was not possible.

164. Cooked food from public kitchens is advisable when progress of famine is in its early stage and not on the wane.

165. There is no caste system among the Muhammadans, but the Hindus labour under such restrictions. Separate kitchens for each class of Hindus being impossible, they should be supplied with uncooked rations.

166. Kitchens can be opened, but cash relief has its facilities.

167. Grain aid is preferred, as recipients will thereby escape many troubles.

168. Home relief was given and poor-houses were supported.

169. To my knowledge it did not occur in my district. *Patwaris* had entered a few unqualified names ; but the detective vigilance of the supervising officers excluded them from the list. So far as my experience goes, there was no instance when persons paid money, or surrendered part of the dole, in order to get their names placed on the gratuitous list.

170. I can speak for myself, but have no knowledge of donations from other persons.

172. Poor-houses were subject to changes according to the number of paupers.

173. They were men and non-*parda nashin* women of Musalman and Hindu community.

174. Persons belonging to a respectable class disliked to go to a poor-house. They went after a few starvations.

175. So far as my recollection goes, there were no poor-houses in former famines.

178. Their appearance showed that, having suffered seriously, they were forced to break up their households and to wander about.

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179. After a short stay in houses, capable men were sent to works.

180. An increment in ration is advisable. Alterations were subject to medical advice.

182. Officers should be authorised to send wandering persons, according to their capacity, to poor-houses, etc.

183. Endeavours were made to make the inmates of the poor-houses work according to their capacity. It proved successful and saved them from getting habituated to ease.

184. Somewhat precautions were taken to detain in poor-houses.

193. Food may be distributed from kitchens without any condition of residence, but they should be situate at such distances that a pauper may be unable to obtain ration from another kitchen the same day, and the distribution should be simultaneous from all establishments.

194. Kitchens shall benefit incapable children accompanying labourers or other unfit persons connected with relief works. Kitchens are indispensable.

195. At the outset kitchens are not necessary. They should be opened when a pauper in receipt of gratuitous relief is unable to support himself. To fix any limit is dependent on the necessities of the time.

196. Food in general was distributed to ticket holders, but in a few cases it was given to persons in delicate health.

197. There was no difficulty in kitchen management; uncalled for expenses were not incurred. Members of Municipal and District Boards supervised as well as officers in Government service kept an eye over it.

198. Cooked food is advisable. Parents cannot be relied upon.

200. Money was devoted to the purposes it was advanced for.

201. Money advanced for cattle and seed was most beneficial. A larger amount of money could have been spent for similar purposes with advantage.

202. Various periods have been fixed for the recovery.

204. It is better to advance cash money to the cultivators by way of *taqavi*, so that they might not give up cultivation of land. That is the reason why they, being in a quite helpless state, do accept work on a relief work. Their accepting or not accepting work is a good test of their requirements.

205. A little aid can enable such cultivators to maintain themselves in their condition.

206. It is not an unnecessary expense to advance cash money to the cultivators by way of *taqavi*. Though the money would be distributed (spent) at this time, but on account of good crop it is expected to be recovered in the future. To advance money without interest would not cost the cultivators much (put them to a great expense); rather they would be saved from the encumbrance of interest consequent on borrowing money from other people.

208. The tenants fully enjoyed the benefit of suspensions and remissions of land revenue. The law provides for this.

209. This form of relief saved the landowning classes (*zamindars*) from transferring their property and from the heavy charges of interest on loans given by the money lenders. The tenants, instead of going to relief works, were engaged in supporting their cattle and in the management of cultivating the land. The members of their family, went to the relief works as it was impossible for all of them to live on it.

210. Provided seasons be good, it is difficult to recover the suspended land revenue in one year. It can be recovered with ease if it is taken by instalments in each year (*i.e.*, spread over several years as instalments).

211. It may be distributed into instalments and taken back with those of the land revenue.

212. It does not carry interest. It would be a hard thing for them if interest is charged.

213. For the benefit of tenants it appears necessary for the Government to hold power to direct suspension of rent on estates held free of land revenue.

214. To be a little more lenient than is the case with an ordinary tenant would be sufficient.

215. On account of having no hope of crops and failing to recover their former loans from other persons the money lenders stopped giving loans to the tenants.

The *zamindars* accepted loans by pledging their property in security. The rate of the interest had become higher. It is difficult for us to make an estimate of the ruin brought on them.

216. State forests were opened; to the private forests too free access was given. The people used to graze their cattle there, and collect grass or leaves. They used to pick up thin branches of trees for fuel and sold them. They used to satisfy their hunger by eating the jungle fruits and the bark of the trees. They grew weak by eating such things. These were the poor means of keeping them alive.

219. They used to eat the bark of the trees, fruits, or roots, collected fuel, and sold it for cash money or gave it in exchange of corn.

220. The orphans, until they are able to manage their own affairs, should be maintained by the State, so that the orphans after being maintained be professing their own religion. If the State orphanages cannot be permanently maintained, the orphans should, having a consideration for their religion, be handed over to the leaders of the people.

221. The aid to the private orphanages should be continued, for if the orphans are turned out of the orphanages, there would be no means of their livelihood and the unclaimed orphans would be unable to look after themselves.

222. The objects as set forth in the Gazette will do.

224. It is satisfactory.

225. It would not be sufficient.

227. Opening of such shops would be a great benefit.

228. It would not interfere with trade. No such shops were started in my district.

229. It did not take place in my district.

230. The relief should be given till the crop is ready, so that they might not get accustomed of living without labour.

231. The relief should be given to the cultivators who have not got cattle and seed grain.

232. The Charity Fund cannot be properly applied to the agriculturists, who are in a position to get statutory loans (*taqavi*).

233. They should be helped by means of *taqavi*.

234. They have served a useful purpose. It was given to the cultivators who had little with them. Clothes were given in the relief. Money was given for the purpose of buying oxen, seed grain, and to dig wells. This kind of relief tended to keep the population of the country in its former state. The flourishing state of the agriculture remained as before.

235. All the four kinds of reliefs were granted from the Charity Fund.

236. Distribution of clothes; opening of kitchens for the poor; giving relief to persons at their own houses; aid given to cultivators.

238. The people were much benefited and all approved of it.

239. It was advisable to help the broken down agriculturists, for this help saved the country from the damage of desolation.

240. This help brought about the financial good of the country. It was owing to this help that there was no disturbance in the peace of the country. No great crimes, as were expected to appear during the famine, were ever committed.

242. The starving wanderers were sent to the relief or to the poor-house according to their condition in which they were and to their position.

243. The more were the reliefs opened the less would have been the number of the wanderers.

263. Certainly the peace of the country and the safety of life tended to improve the growth of population.

264. In our district the irrigation depends on nature. The area of the cultivated land had increased on account of the increase in cultivators and of the convenient means of trade.

It is not sufficient for the population. The produce of 10 per cent. of cultivated land is what is not counted food-grain. Also the increase in area is approximately the same. The producing capacity of the land has decreased.

265. The growth of population has not much effect on the increase in price, but the price is rising on account of the

increase in the export of grain. This increase in the price always affects the people.

266. The wages have increased. The scantiness of produce and the export of grain decreased the stock of the country.

Not on account of the decrease in wages, but owing to the high price of corn and the failure of crops is the famine brought about.

268. The improved methods of cultivation and of irrigation create hope of good crop of grain. The country would prosper and grow rich. Should the area of land of a cultivator decrease, the produce thereof as a matter of fact would not be sufficient for his big family.

269. The people of the thickly populated places should be advised and helped to go to and live in the districts whose population is thin and which have got much land worth cultivating.

270. The same solution would be beneficial in India too.

271. The improvement of education might lead the people in the time to come not to marry themselves before they are able to provide their livelihood.

272. The damp soil certainly generates malaria.

273. Ordinary poor people and those of intermediate position live on maize, gram, *moth*, millet, *kodon*, *makie*, pulse, rice, *merwa*, *kakun*, and *sanwan*.

274. Number of people take their food only once in twenty-four hours. They eat *charban* (parched grain) at another time. Some take their food at both the times. They eat bread, salt, *dal*, *sag*, vegetables, rice, and *khichri* (*i.e.*, *dal* and rice cooked together). They drink the water of a well or tank.

275. If fruits are procurable, they eat them; otherwise they starve. They use herbs, whatever they get as their food. They eat the seed of grass, roots, bark of trees, *pashi*, and the rice (known by the name *tanni*), whatever can be procured.

276. Excepting grain, they take all these merely to satisfy their hunger and save their life.

277. Grain of whatever kind might be substituted. The use of herbs makes them weak.

278. Rice, *dal*, gram, maize, etc., were given in the Government poor-houses.

279. Food was given twice a day. Sometimes *khichri* (rice and *dal* cooked together) and sometimes bread and vegetables were given.

281. We heard no complaint about the diet.

282. High prices are the necessary result of the failure of harvest and lowness of stocks.

The country had not so much grain as would have been sufficient. The high price was due to famine and to the stock holders making profit out of grain.

We cannot tell anything about gold and silver.

The price has been rising for a long time.

Various kinds of grains were sold at various prices, but the price of every sort of grain has risen.

At such places there was a little difference in prices.

284. The grain dealers were very active in trading in grain.

There was no obstacle to the trade.

285. The customary food-grain was bought at the *bazar* rate.

286. The people receiving relief in the shape of cash bought the grain at the rate current in the mart at that time.

287. The traders used to carry grain to other places for sale in order to secure a still higher price.

288. Fortunes were made in the grain trade by the dealers in grains who kept stock or brought it from other places. They raised the price according to the circumstances.

They had both the objects in view:—

(1) To sell grain at a higher rate.

(2) To make much profit.

289. Grain pits were opened during the famine and were depleted as believed. The grain dealers thought it a fortunate time for themselves.

290. The persons who had surplus stock of grains with them sold it out on account of high price, but such persons were few.

291. The cultivators got less price for their grains as compared to the grain dealers, for they had sold their grain at the very outbreak of the famine.

292. The retail prices were higher than those of the wholesale dealings.

293. The means of conveyance being easy and safe, the grain is carried to out-stations. The people sell it for want of money. Only the traders keep stock.

294. The roads and railways certainly had stimulated, and grain was sent to sea-ports and other rich places, and was also carried to famine-stricken districts.

296. The relief was given to the cultivating class of people.

297. The famine-stricken people had no money to buy grain.

Works employing labour were stopped. Every one was busy to get out of the difficulty and had to look after his own affairs.

298. The wages of the labourers, etc., got down, as there were few persons to employ them.

300. The recent famine was harder than the former one, for the people had generally become poorer than before.

301. Great change did occur. It was with pleasure that the people went to poor-houses and to the works of public good.

302. All the property, including cattle, was sold. They hesitated in the beginning, but afterwards they were obliged to sell it to save their lives.

345. It is impossible to stop export. It will do damage to the freedom of trade. If in the time of famine grain would not be brought from other places to the famine-stricken ones, it would be impossible to meet the difficulties arising from the famine in some other way.

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(*The witness gave his evidence in the vernacular.*)

Most of my landed property lies in Bara Banki District. As the condition of the people during this famine was worse than that during the previous one, my rough estimate of the percentage of inhabitants becoming destitute after famine is 25 as compared with the 15 arrived at on the previous occasion.

There were many poor people at relief works.

The prices have been rising and the outturn diminishing since 1877 on account of (1) the monsoons not being opportune, (2) the land having deteriorated owing to inadequacy of manure, (3) a large grain-producing area having been utilized for growing vegetables, etc. (potatoes, poppy and the like). The agriculturists grew poorer on account of divisions and sub-divisions in their families and in consequence of their original holdings having been partitioned.

The exorbitant rates of interest, 3 per cent. per mensem, charged by the *mahajans*, has also had the effect of reducing the tenants to a state of poverty.

The general education imparted to the lower classes had the effect of changing their manners especially in the matter of wearing fine fabrics now instead of the very coarse stuff they were accustomed to in former days. They used to perform their journeys at a considerably small cost, for instance a journey of 40 miles (20 *kos*) used to be undertaken with an anna worth of *sattu*, whereas they now spend ten annas in performing the same by railway.

In this country a lad of 15 years is classed as an adult whose scale of diet is ordinarily 12 chattaks including flour, pulse, etc.

In my opinion the scale of relief work wages was adequate, being based on the current prices of grain. The house-to-house relief was excellent and popular because it saved the lives of many respectable people who would rather die of privation than go about begging.

The *Bunniah* community profited largely. Wheat and gram purchased at the rate of 16 and 18 seers respectively per rupee was sold at 7 and 8 seers.

The tenants in flourishing condition had enough grain in store for their maintenance and sowing.

The classification of labourers was a matter of great difficulty. The presence and aid of the headman of the village or zamindar would have overcome this.

In the hot season I would recommend the opening of minor relief works near the villages because people experience all kinds of hardship if they have to go to work to a long distance.

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The rate of daily wages for village labourers did not rise on account of opening of relief works, but owing to the high prices of grain, cultivators did not choose to pay the wages in kind because the ordinary wages in grain would have exceeded a scale of two annas per diem. Consequently they adopted the latter course.

Children on relief works should not be paid in cash, as their parents commonly purchase for them a *pice* worth of barley and appropriate the remainder of the relief money for themselves.

The productive power of land has diminished owing to (1) untimely rains, (2) want of manure, (3) no fallow land for the cultivators to graze their cattle. Last year's *rabi* crop has banished famine, but it will take a year or two to restore the tenants to their former status. The *kharif* crop of the current year was good, but not excellent. *Rabi* was sown in full area this year, but the produce is comparatively less than last year owing to inadequate rainfall. Last year they had *kutcha* wells for every field, and grain sold at a high price.

Poorer classes live upon one meal, which they take in the evening. At noon they remain content with a small quantity of parched grain taken as *chabena*.

Poorer classes live upon jungle fruit when they do not get ordinary food and are starving during famine.

Having regard to the price current of grain the following scale of wages as paid was in my opinion sufficient:—

Women	5 paisas
Men diggers	2 annas
„ carriers	1½ anna
Children	3 paisas

The fixing of a scale of rations becomes necessary only at the time of affording relief—12 chattaks of grain per head is sufficient. The ordinary wages in good times vary. For men drawing water with buckets (*beri chalane-wala*) two annas per head per diem is paid in addition to a midday meal. Reapers get a thirteenth share of the crop cut. The well diggers earn two annas and those working inside the pit 5 annas.

The storing of grain by Government would be very useful, but in my opinion it is impossible.

RAJA RAMPAL SINGH, of Kori Sadauli, Rae Bareli, called in and examined.

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I put in a written statement of evidence.

I.—As to the extent and severity of the distress.

The Rae Bareli district, with an area of about 1,752 square miles and a population of 1,036,521, was one of the most distressed districts in Oudh during the late famine, the western parts suffering more severely than the eastern. To trace the cause of the distress of 1896-97, one has naturally to go back to the previous years. The years 1893-94 and 1894-95 were unfortunate ones for the district owing to excessive rainfall. The year 1895-96, though not so bad, was still none of the most favourable. The insufficiency of monsoon rains of 1896-97 proved a deathblow to the agricultural prospects of the district. The rainfall was short in June, below the normal in July and August, and a total failure in September and October, when it was most needed. There was too little water in the ponds and lakes to enable the cultivators to save the rice crops, which, be it understood, covered nearly half the cultivated area in the districts. The early rice was sown as usual; but, for want of rains in August and September, it failed to a considerable extent. *Jarhan* rice either could not be transplanted at all, or where it was transplanted, it yielded a nominal return; for, to attain a fair return, it requires abundance of rain.

From all the information I could gather at the time, the outturn of rice was not more than 2 annas in the rupee. The other autumn crops were comparatively better; but the area under them was not very large, and they, too, suffered, because the rains failed at a time when a few showers would have done them good. People generally sow *bajra*, *kodon*, and *mothi* on high sandy lands, where generally there are no means of irrigation. Their outturn, I believe, was not more than 5 annas. *Juar* would have given a satisfactory return in irrigated tracts had the people taken measures in time for its irrigation. It came within my personal observation in several places that wherever the cultivators were even a week behind in irrigating their *juar* fields, the outturn was very poor. I believe the average *juar* produce of the district did not exceed 6 annas or 7 annas. The produce of other food crops was about 3 annas. For want of sufficient moisture in the fields the area under *rabi* sowing was not more than 60 per cent. of the normal. The fields which were irrigated in proper time gave a satisfactory outturn; but others, owing to high west winds, suffered considerably. The *arhar* crops, which were, unlike previous years, twice harvested, rendered an exceptional help to the poor.

The prices of food grains rose higher during the last famine than they had done in 1877-78; for a greater portion of the country was affected by the recent distress, and the reserves of food grains in the district were withheld. In ordinary years the general population of the district fairly maintained itself; a section of the labouring classes, and a few of the agriculturists, who may well be classed with the former, live in a state of downright poverty. Generally, both the latter have no reserves of any kind which they could fall back upon in times of need; and they are the people who are most susceptible to the effects of famine in its early stages. I believe this section does not exceed 10 or 12 per cent. of the entire population. From their apparent state of living I can only infer that at least half of the agricultural class have only nominal reserves, and cannot without the help of the bankers maintain themselves from harvest to harvest. These, taken with the labourers, will amount to about half of the population. There were, nevertheless, sufficient food and money reserves in the district, which could have supported the people for a year had they not been in the hands of a favoured few.

I might mention here that when the distress was very severe, some people had to support themselves by selling their live-stock, ornaments, and brass utensils for very low prices.

II.—As to the sufficiency and economy of the relief measures.

The standard laid down by the Famine Commission would apply accurately to this district, with reference to the state of affairs during the last famine alone, or any previous or similar famine taken singly. But it is liable to vary according to the severity and continuity of the distress. When it was fully realized that famine was imminent, the Deputy Commissioner of the district opened two test relief works in the parts where the distress was severe, and on both these works people began to throng. These works were soon made over to the Public Works Department, and the number of the workers went on daily increasing. This was due to the distress that was prevailing, and not to any easy terms offered by the works. People have generally a great dislike for going to these relief works, and had the distress not been severe, they would not have left their homes for the low wages offered, which were barely sufficient for their subsistence, especially during a cold season.

There were several causes at work which hurried the people to these relief works earlier than during any other famine: (1) in 1877-78 people were in a better position to meet the calamity than during the last famine; (2) the relief arrangements were more perfect in this famine than in the previous one; (3) in the present famine, out of the grain stocks that there were in the district, people sowed the autumn crops, which, as we have seen already, for the greater part proved a total loss, while in 1877-78, owing to practically no rainfall, the grains intended for sowing purposes were utilized by them for food; (4) the people were, moreover, observed to place comparatively greater reliance on the sympathy and liberal aid held out by the Government. There is one point which especially deserves mention concerning the relief measures adopted last year. The higher classes of the Thakurs and Brahmans did not avail themselves of the relief, although some of them were really in want. No amount of distress would induce them (male or female) to work side by side with the common people. But this was due more to the social status they occupy among the people than to any defect in the relief arrangements. They are more readily helped by their neighbours than others.

The indirect reliefs given by the Government and the Opium Department in the shape of suspensions of revenue

and advances of money for different purposes were no less beneficial and effective than the more direct reliefs treated of above. These indirect reliefs and advances saved the landowning classes from falling into debt, and encouraged them to help their tenantry as far as they could, and also had the effect of diminishing the numbers on Government relief works. The example of liberality set by the Government was followed by the landlords towards their tenantry. Not only did these reliefs keep the people in their homes, but they gave them heart to apply their resources towards agriculture. In order properly to describe the effects of the relief measures on the economic conditions of the people, I would first of all classify the population of the district under five heads:—

I.—The landowning class.

II.—The agricultural class.

III.—The traders and bankers.

IV.—Artizans.

V.—The labouring class, including some petty agriculturists also.

The landowning class was, to a great extent, saved from suffering, owing to the indirect reliefs given by the State, although a little more help in this direction, especially to petty and embarrassed landholders, might have been of greater good to the country. They would soon be restored to their normal position if further remissions of revenue were made. It is the agricultural class that suffered most; and had not the Government, the landlords, and the Charitable Fund together come to their rescue, as they actually did, results would have been far more disastrous, so far as they are concerned, and equally disastrous, I believe, for the whole country. They had to part with all the reserve of which they were possessed in order to eke out an existence. It will take them a long time yet, even consecutive favourable seasons helping them, to regain their former position. These remarks, however, do not apply to the entire agricultural class, to some among them who had previously been even worse situated than others the famine having brought more real good than harm. The trading class benefited most by the famine. The artizan class, of course, suffered to a certain extent, but not so much as to deserve any special notice. The labouring class had nothing to lose or to gain. Owing to the relief measures taken by the Government, their condition remained much the same during the famine as it had been before.

In this connection I would offer certain observations, suggesting certain possible and effectual means of preventing famine during future years. There is, to my mind, ample room for agricultural improvements, which alone can be of any material good to the country in times of famine. But there is no sufficient capital among the people with which to make such improvements. Every effort should be made and encouraged on behalf of Government for facilitating these improvements. There are, in this district, very scanty means of irrigation, and I would therefore recommend the construction of wells in larger numbers than exist at present.

III.—As to the arrangements existing for ascertaining the imminence of scarcity.

The returns supplied by the village accountant as to the area under cultivation and the condition of the crops form the basis of agricultural information. They are fairly accurate, I should think, notwithstanding the general belief that the people are apt to take a more gloomy view of the situation, whenever a slight depression in the crops occurs, than the official classes. On the whole, the existing system for ascertaining the agricultural condition of the people is sufficiently elaborate. The opinions of the District Boards might advantageously be made use of in ascertaining the extent of crop failures.

IV.—As to large and small works and the distance test.

Relief works will fail in the very object for which they were started if the distance test be very stringently applied. It is a test no doubt. But any distance of more than 20 or 24 miles from the affected area will make the relief works lose their essential quality, and will rather be a bar than a test. The maximum distance of relief works from the affected area should not exceed 24 miles: and even then proper arrangements for the residence of the relief workers there, and for their protection from cold and rain, should be made: and if the people do not still resort to such works, it might reasonably be inferred that they have sufficient work provided for them nearer home, and for the time being the labouring classes do not require any relief. To take the relief workers to long distances of over 100 miles, and to employ them on works of public utility, would appear at first sight to be very desirable. But I would never recommend such a course for the following reasons:—

(1) People would rather suffer and die than go to such works.

(2) Agriculture would suffer to a considerable extent.

(3) It would create a feeling of distrust in, and suspicion against, the intentions of the Government.

(4) It would produce a very harmful effect on the general conditions of the affected area.

In the recent famine there was no condition imposed of residence on the works, but the people generally used to do so, owing to long distances from their homes. It has often come to my notice that when relief works were at great distances, and although residence on the works was not a condition, the workers often could not help doing so. Some people who might have been relieved consistently with the principles laid down by the Famine Commission suffered a great deal. The inclemency of the climate, the poverty of the famine-stricken people (most of whom were badly off for even bare covering), and all the other troubles of a relief camp fully account for the disinclination among even the most distressed people to reside on the works. My opinion is that heavy task work with low wages (barely enough for subsistence) is a sufficient test of the extent of distress among the people.

I would here mention that I am not in favour of large relief works (such as construction and repairs of *kachcha* roads, etc.), and am of opinion that the money expended over them would be better expended over village relief works, which would improve the agriculture and be of permanent good to the country.

V.—Gratuitous relief.

This relief was received with much gratitude by the people, and saved many who would otherwise have perished in the struggle for life. In ordinary years these indigent people who were gratuitously relieved are supported by their relations, by private light labour, or by charity. But during famines their relations can scarcely maintain themselves, much less help others, the village community becomes economical as far as possible, and the spirit of private charity gets naturally warped. This relief was chiefly given to women and children who did not avail themselves of the relief works early, and on account of slow starvation became too weak to work later on. The fact that the number of people on relief works is small is no argument that gratuitous relief is not needed. The numbers on works generally vary inversely with the demand for labour by private employers: while the numbers who deserve to be relieved gratuitously do not change until a better state of things prevails. The system of sending these incapable poor of the lower classes to relief works or to poorhouses might advantageously be tried: but the restrictions hinted at in question No. 156 would in that case be neither justifiable nor desirable. This kind of relief was a new thing to the district, and in the early stages of its working the recipient of it was looked down upon and outcasted in some places among the lower classes; but this feeling faded away by degrees with the increase of severity in the famine. Some of these people were quite incapable for work, and some too weak to stand the trial of manual labour: but spinning and weaving work could have been taken from some of them. It was given in money doles, and that was the best system under the circumstances then existing.

In my opinion, this relief should not be extended to the people of the lower classes in their homes. These people should be provided for in the poor-houses: and gratuitous relief should be confined to the higher classes, and distributed among them by respectable gentry.

VI.—Poor-houses.

The relief provided by poor-houses to beggars and indigent people was very effective on the whole and successfully kept down the number of wandering beggars. It was repugnant to the people generally to enter these poor-houses owing to caste prejudices, and only those who were broken down by disease and infirmity resorted to them. Every precaution was taken by the officers in charge of these poor-houses to admit only those who were unfit for labour, and to draft

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them out as soon as they were competent to work. People of the higher classes would rather starve and die than resort to these poor-houses, and I believe no amount of severity would ever induce them to do the latter. The number of poor-houses established during the last famine did not appear to me to be adequate, and many of the deserving persons could not in consequence avail themselves of their benefit: and I would therefore suggest that their number should be increased to, say, 1 per every *thana* over the distressed area, and their management entrusted to the joint supervision of officials and respectable native residents of the circle. I think legal authority is desirable during a famine year as far as the wanderers and beggars are concerned, to force them either to labour on relief works or to enter the poor-houses: but these powers should be very cautiously made use of.

VII.—Relief kitchens.

This form of relief was adopted on relief works in this district, and I would not recommend its extension to other places.

VIII.—As to loans to cultivators and landholders.

An amount of about R3,66,000 was advanced to the cultivators and landholders by the Government for different purposes. No proper estimate can be formed of the amount of grain and money that was supplied to the people by the taluqdars and the bankers, side by side with the Government; but there is no doubt that it was considerable. These advances (including loans) gave a strong impetus to agricultural operations. The amount that was advanced to the taluqdars and through them to the cultivators, was mostly applied for the purpose for which it was obtained. But that which was advanced to the cultivators direct by the Government went to a certain extent to fill the pockets of the *patwaris* and others, and the remainder which actually reached the cultivators, instead of being employed for the purpose for which it was advanced, was to some extent utilized in relieving their more immediate needs and privations. As regards the recovery of the loans advanced by Government, although no hard measures were taken last year, yet some of them were actually realized during the very year, and the remainder is expected to be realised during the current. Some leniency in this direction is extremely de irable. It would have saved the debtors from falling into the hands of bankers had they been recovered in two or three years by equal instalments, the first instalment beginning with 1305 *fasli*. In this district no advances were made to the cultivators for subsistence. But under whatever name, and for whatever purpose, these advances may be made, they will be utilized first and foremost for feeding purposes if the recipients are actually in distress. An advance, however, for the distinct purpose of subsistence is not desirable; in that case, the number of applicants will be innumerable.

IX.—The land revenue amounting to R2,90,257 was suspended last year.

Out of the suspended revenue, a sum amounting to R1,86,380 has been remitted for the district. This help from the State was very opportune and desirable; and in this connection I may quote the remarks of an eminent and experienced officer of these provinces, Mr. W. C. Benett, occurring in the famine report of 1877-78, which runs as follows: "Society can less afford the loss of the finest class, through debt and ruin, than it can the decimation of the lowest order, who have increased beyond the numbers that the land can provide for." Although there is no provision in the laws of Oudh empowering the Government to suspend the rents of the tenants along with the revenue, yet in practice it has been done so. The taluqdars have made, out of a sense of duty, suspensions in the rents, taken as a whole, correspondingly with the revenue suspended in their favour; and the same course will also be adopted in the case of remissions. At the outset it appears reasonable that the suspensions and remissions should be shared rateably by all the tenants, but experience shows otherwise.

In every village there is a number of tenants who, owing to certain favourable circumstances, do not suffer from the severity of famine to the same extent as their fellow tenants and therefore the former deserve no leniency, and their quota should go to benefit the latter. To explain the point more clearly, it appears proper to divide the tenants of the famine year into the following classes, *viz.*:—

(1) Those who are well-to-do.

(2) Those who, owing to circumstances and position of their holdings, reap a good harvest, so that the high prices only serve to better their condition.

(3) Those who have a partial outturn.

(4) Those whose holdings, owing to unfavourable circumstances, yield a nominal return.

The above classification will show that the tenants of the first and second classes do not deserve any remissions or suspensions of rent whereas the third class deserve a partial, and the fourth class, a full remission and suspension of their rents.

Regarding the recovery of the suspended revenue, most of the landowners will not be able to pay it without incurring debts, even if the seasons be favourable, and it would be much better, in the interests of the community, if it were remitted altogether. But if it is to be recovered at all, it ought to be recovered in several years, and the relief so held out will be equally shared by the tenants.

The suspended rent does not carry interest with it, but if realized through the help of the court, interest at the rate of 1 per cent. is chargeable on the arrears due. But in my opinion this stringent rule of law should not be enforced in respect of the arrears of the famine years. I may also mention here that it was on account of these suspensions that the talnqdars came forward during the last famine to help their tenantry by all the means that they could command. They made money and grain advances to a considerable extent, and opened relief works on their estates, for the support of the labouring classes: while charity in the shape of food-grain, and money was also exercised on a much larger scale than it used to be in average years.

X.—As to orphans.

Experience shows that famine leaves behind a number of helpless children with nobody to look after them, and there appears to be no proper provision made anywhere for their maintenance with due regard to their caste and religion. These orphans should be, as far as possible, made over to respectable men of the same creed to which they belong; and those not so disposed of kept in orphanages managed by native agency, to be trained up to some profession suited to the class. If such orphanages do not already exist in the united provinces, they had better be started now. It is believed that small contributions and a stimulus given by the Government will find a general response from the public, and the allotments made by the Charitable Fund for object (2) will serve to complete the scheme.

XI.—Famine Charitable Fund.

The benefits rendered by this fund cannot be over-estimated. Under object (1) cloth bought from local weavers who themselves were in trouble was supplied to the poor and indigent persons who were receiving Government relief, while here and there, in special cases some cash advances were also made. The latter form of relief was received very gratefully by the people. As long as famine prevails in a country, the Government, I think, is held responsible to save the lives of the people; but as soon as the calamity is over, it is relieved of its responsibility, and the maintenance of the orphans should naturally fall on the Charitable Fund and the people in general.

There are some people in the towns who may not like to be relieved by the Charitable Fund, and for them cheap grain shops might advantageously be opened; but there would be no necessity for doing so in the villages. This fund proved a boon to the agricultural class at a time when they were in great need of such help. Had this fund not come forward to their rescue, it would have become an impossibility for most of the cultivators to regain their position, even in the years to come, and to some, even to go on with their ordinary avocations. The cultivators of the third and fourth classes (as classified under heading Suspensions and Remissions of my notes) should alone get help from the fund, and at a time when the agricultural season commences, no matter what the severity of the distress may be.

XII.—As to the ordinary food of the people.

In the winter season the food grains commonly consumed by the labouring classes and the artizans are *kodon*, *makra*, *juar*, *bajra*, rice, and *mothi*. In summer it is *birra*, gram, peas, and *arhar*. But much depends upon the prevalent prices of these grains. The cheapest is always used the most. They take two meals every day. The morning

meal generally consists of a few pieces of bread and a little salt; while in the evening the bread is accompanied with *dal* (pulse). As long as these grains are available, people will generally not use others, though the latter were slightly cheaper; and the reason seems to be that, owing to the long use of these, they have become more accustomed to them than to others.

XIII.—As to food stocks and prices.

As far as this district is concerned, the stocks were sufficient to pull the people on for four or five months. But as the whole country was suffering more or less from famine and scarcity, the prices naturally rose to a very high level. Even in the districts where no distress prevailed, and the people were in a satisfactory condition, the prices were raging at famine rates on account of exports and activity of trade. It was a special feature in this famine that the coarsest grains were selling at about equal prices with the fines. This was due to the failure of the autumn harvest and to the diminished stocks of the grains used by the common people. Now and then it did come to my observation that traders combined to raise the rate of prices in the markets, but that state of things did not last long and an equilibrium in rates was soon restored. At the time when the prospects of the *rabi* crops were realized to be fair, the bankers sold all the corn in store, retaining only sufficient quantities for their own domestic use. As the sale had never been totally withheld since the *kharif* failure, the prices did not perceptibly fluctuate as might have been expected. There was practically no export from the district, though import was going on from great distances. When the *rabi* crops were harvested, the cultivators tried to keep in their grains, instead of selling them, and this is the chief reason why the prices did not fall much even in May and June. Though there was a great rise in prices during the whole year, the wages of the labouring class did not rise at all, and this was due to labour being much in excess of the demand for it.

In my opinion export of food-grain is to be discouraged as far as possible, as the population has during recent years greatly increased.

Rája Rampal Singh.

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(*The witness gave his evidence in the vernacular.*)

My whole estate is in Rai Bareli. I have got three villages in Lucknow. The chief cause of the tenants being in worse condition than before is increase of population. A good many of the cattle have died of late. The holdings became small and the expenses high. They do not have sufficient means, but they expend a great deal in show and for marriages, etc. I have an experience of ten years only. In these ten years changes have taken place for the worse. The cultivators have suffered most. Most of them had no wells. On account of situation of holdings they could not irrigate. Some of the cultivators did go to the relief works. On account of advances by Government and the help given by Talukdars, most did not go to the relief works. They borrowed a great deal. The whole family did not go to the relief works. I do not think the *pucka* wells are sufficient. They are still wanting. Gratuitous relief was given to children, as their parents did not support them. All the persons incapable of work got gratuitous relief. A special officer was deputed to test the gratuitous relief and there was no hitch in it. The mortality was low. Only a few children died. Twelve chattaks are not sufficient for a man's food. It must be sixteen chattaks. In field wages they get one-sixteenth of the produce. The average wages are 5 or 6 pice. For weeding they generally get grain. Two meals are taken in a day. At noon they eat parched grain (*chabena*) and at night cooked food. On relief works the labourers were paid rightly. Those persons who did not go on relief works soon enough became thin. Men of sixteen years should get full rations. Half a seer would do for a child of ten years of age. Men of higher classes did not go to the poor-houses. I do not think that anybody died of starvation. In my opinion the orphans should not be given to Christian orphanages. The Government should arrange for their maintenance. They should be brought up in the religion of their fathers and not made to change it while they are minors. It is very difficult to find out who are really in need of relief. I have not thought much of the orphanages. When grown up they may be sent to their villages, and as long as they are minors care should be taken of their religion.

SAIYID MUHAMMAD MUSTAFA KHAN, KHAN BAHADUR, Deputy Collector of Allahabad, called in and examined.

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I put in a written statement of evidence.

In addition to the measures entered in the Famine Code the following are the precautions which were resorted to in order to better the condition of the cultivators:—

1. Besides distributing charity in a variety of ways for the relief of the paupers, the money of the Charitable Fund was particularly and especially spent on the seeds (*bij*) and oxen for the cultivators. The necessities of the cultivators were enquired into. When it was found out that if the cultivators were not supplied with oxen or seeds, they would not be able to bring their culturable lands to cultivation, and that even the rainy season would not, in any way, better their condition, arrangements were made for the supply of the seeds and oxen for the poor cultivators. It was also particularly considered necessary that the money should be spent on the purposes for which it was reserved. This met the desired success, and if no such precautions were taken, it would have been difficult to improve their condition. If, instead of distributing charity, *tagavi* loans were to be given to the cultivators as usual, they would not have been better as in this way. In returning the *tagavi* loans they would have been rendered more miserable and felt the pangs of famine for a longer period.

2. No provision has been made in the Famine Code for the relief of the cultivators and the *zamindars* by way of suspension and remission of the revenue and rent, but having regard to the condition of the people, the Government were forced to have a recourse to such precautions in order to support them. These help the *zamindars* and the cultivators to save their properties and keep them free from all sorts of encumbrances. Both of them (the *zamindars* and the cultivators) had ample opportunities to better their condition. As no provision has yet been made regarding these suspensions and remissions, they are hardly brought to bear upon practically. It seems necessary that clear rules be formed in relation to these. In case of suspending the rent and revenue they should be realized by instalments without charging interest on them. The cultivators have to pay interest for not intentionally paying the arrears, and they suffer for nothing. The *zamindars* should not be given a choice to accept the remission of the revenue as experienced in the late famine, which is due to the absence of any special rules regarding this. The remissions of suspensions should be made with reference to the conditions of the cultivators. If this is left to the option of the *zamindars*, it is apprehended that the well-to-do *zamindars* might get an opportunity of depriving the poor cultivators of their ancestral lands. In this case the object of the Government, that is, helping the sufferers, will be set at nought.

3. The Famine Code does not provide for sending wanderers by force into poor-houses or on relief works. But during the late famine it was acted upon under the directions of high authorities with success. I had in one way tried to put a stop to their wanderings and was successful in my attempts, *viz.*, that on enquiry it was found out that these wanderers, having left their mud and thatched huts, used to support themselves by working in relief works at different places. They had no inclination to go back to their homes, as they had neither means nor any property left in their ruined houses which might have induced or encouraged them. It was then considered and apprehended that if these people pass their lives like emigrants and wanderers out on the plains and in the forests, they might not be given to the commission of crimes, and hence they might become a class of convicts. I arranged with the *zamindars* of the places to have these wanderers' ruined houses rethatched at little or no expense at all, to give them lands to cultivate, and employ them on agricultural labour, and hence they were again settled down. During the famine a large tract of culturable lands was neglected and plough drivers were very few. Hence this measure was at once accepted and acted upon by the *zamindars*, who were anxious for their neglected large tract of culturable lands and obtaining agricultural labourers. Thus their wanderings were stopped by giving them lands to cultivate, employing and granting them money from Charity Fund.

4. During the late famine it was experienced that *mahua* trees, besides other fruit-bearing trees, proved largely useful to human beings and cattle as well. The villagers used the *mahua* flowers as their food instead of other grains; sometimes they make bread out of the flowers, use them parched, and sometimes mix them with other grains. The *mahua* trees are beneficial to the cattle thus: it has been noticed that in the dry, hot season the leaves of the other trees

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becomes withered and dry, but not those of a *mahua* tree, and hence its leaves were used as fodder when grass could not be found. During the famine it had happened very often that my tents, pitched in any of the adjoining gardens of a village, were surrounded by a large crowd of villagers asking for assistance, but I noticed a considerable decrease in the number of the crowd when *mahua* trees were laden with flowers. On investigation I was informed that persons having some *mahua* trees hardly required any help, as they were partly living on those flowers. I remember well that on this very ground I removed the names of a good many people from the village relief lists. On enquiry it was found out that this tree has innumerable benefits; for instance, its flowers make the diet of human beings, as stated above, oil is squeezed out from its seeds, and its wood is used in buildings. Therefore special and suitable measures should be taken to have *mahua* gardens planted in every village in proportion to the area and habitation or census, which will, I think, in any future famine be of great assistance in providing help to the distressed. The *zamindars* and the cultivators should be induced to plant *mahua* trees largely, and such trees should also be planted on public roads instead of others. The applications for remission of revenue may be granted on the condition that in case of a future famine the owners of *mahua* gardens should put them into the hands of the Government, and the Government officials may distribute the flowers to the distressed like corn and cash. The condition in question may also be extended to the *mahua* trees now in existence. It is better to make mention of *mahua* trees in the annual revenue reports, and the *tahsildars* should also be directed to take special care about plantation of these trees. If arrangements and efforts are satisfactory, in my experience and belief it would tend to help the famished a good deal, which may be calculated to relieve half of the distressed people.

5. The successive famines of some years are the cause of the general complaint of the heavy fall in the price of grain, and this is due to the fact that the grain product of India is, without any consideration of the necessity felt by the Indian people, exported to other foreign countries through commerce. This is the reason why the grain stocks of India in comparison with former times are very few and small. Therefore the failure of only one or two crops brings about famine in India. If the larger exports to other foreign countries be stopped, there will not be a sudden rise in the price of grains on the failure of one or two crops. In my opinion this common and general complaint appears to have some truth in it. The way to get rid of this is: that no grain exports be made without taking into consideration the requirements of this country. A special amount of the grain product should be allotted to this country proportionate to the census, and an additional amount be also reserved for any casual emergencies, and surplus be exported to other countries. This should be tested in a proper way, such as in America and other countries.

6. I am of opinion that the respectable *zamindars* of the neighbourhood should be joined in the payment of wages to the relief labourers. It should be made necessary that the civil authorities should take particular care that proper wages are given to every labourer. Those who are entrusted with the business of distributing the wages should be respectable and trustworthy persons, and should in every case be nominated by the civil authorities for the purpose. It is no doubt generally the case that the respectable *zamindars* know very little how to keep accounts. The memorandum of distribution of the wages can be drawn by them and the account returns by the Public Works Department. It is not so difficult to make the memorandum of distribution in accordance with the rules laid down by the Public Works Department. Having regard to the advantages this practice of distributing wages will afford, it can be said that it is not so difficult to adjust the accounts in the manner required by the rules. In the appointment of the distributors the *zamindars* should be given a preference. Urdu or English-knowing *zamindars* can hardly be found, but it is not difficult to find the Hindi-knowing ones. Like cashiers (*tahsildars*) of the tahsil, these Hindi-knowing *zamindars* can prepare the accounts laid down in the Famine Code. If they are in any way obliged to keep the accounts in a proper way, the clerks of the Public Works Department can be called upon to help them in preparing the accounts properly.

(*The witness gave his evidence in the vernacular.*)

I supervised (1) the distribution of *taccavi*, (2) gratuitous relief, and (3) poor-house. The Public Works Department had charge of the relief works, and I paid occasional visits.

The condition of workers was poor at first. But it afterwards improved. They were paid reasonable wages. The articles of diet consisted of barley, rice, pea-flour, gram-flour, and *Mahua*, the last of which benefited them much.

After the closing of relief works there were many wanderers who had come from distant places, and had no huts to live in. I sent for the zamindars who helped them in making their huts. I distributed charitable *taccavi* to the wanderers who then settled down.

Some of the *Mahua* trees are grown and some are of spontaneous growth.

The opinion expressed by me with regard to grain was based on hearsay, and I had formed it for Barat Tahsil only.

At first roadwork was opened, but the outbreak of epidemic and the inclemency of the hot weather necessitated opening of tank works in close proximity to villages. Tank works proved most profitable because of their being close to the homes of the people where they could return in the evenings. This was one reason of the number of workers increasing. Only the most needy attended the works. The parganna of Barat is still in my charge, and its condition is good. The charitable relief was very beneficial. All deaths were due to some disease or other—many died of diarrhœa. The inferior quality of grain produced sickness. The poorer classes purchased grain of cheaper quality from the *Bania*. The tenants of this parganah relinquish their holdings nearly every year. As they were on relief works for a long time, there was no trace of their abodes. I spoke to the zamindars and got them settled.

Rai Sitla Bakhsh Singh Bahadur.

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RAI SITLA BAKHSH SINGH, BAHADUR, Tahsildar of Meja, Allahabad District, called in and examined.

I put in written answers to the Commission's questions.

As to the extent and severity of the distress.

* 1. In Meja tahsil, Allahabad district, the area affected was 423,269 acres and about two lakhs its population.

2. The distress was due to local failure of the rains and of the harvests, and to them was due abnormal high prices, which made the distress more acute.

3. (*a*) The rains in tahsil Meja were nominal, with the result that the harvest gave an outturn of about six annas to a rupee.

3. (*b*) Prices were higher than in previous years.

4. The condition of the affected area was not satisfactory up to the time of the failure of the rains. The preceding seasons were unfavourable.

5. Under normal circumstances the population of affected area is considered to live on fairly. There can be no mention of any section which from special causes is in a precarious state. The fact is that in normal circumstances every class of people of every occupation had to depend on his own exertions, and at a tolerable rate every one gets himself supplied, but difficulties lies there where labour fails to earn livelihood or, in other words, when there is no work. I cannot better define the relation than to say that every cultivator may ordinarily become a labourer for wages at the time of the failure of the crops.

6. The agriculture of the affected area for the most part depends on timely and sufficient rains owing to the absence of facilities for irrigation.

7. I cannot say with certainty that people in general keep money or grain in reserve. The practice is that the grain is generally kept only by those who deal in it, and ordinarily it is reserved sufficient to meet the expenses till the next season, together with the amount of seed; it is also disposed of to pay the demand of rent and revenue. As regards the reserve of money or grain, I am of opinion that the failure of one season cannot be deeply felt. If there is anything like reserve at all, that is, I think, utensils or ornaments of small value, which are disposed of at the time of emergency as the last resource.

8. Previous to this I think there was scarcity, not famine, and therefore there can be no comparison with one another.

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* The numbers refer to the questions drawn up by the Commission.

9. I have no reason to consider that the extent of crop failure or the degree of distress or the absence of resources on the part of the people was at any time over-estimated or under-estimated. In reality there can possibly be no estimate. First of all, there was apprehension of distress, and no sooner it commenced to be felt it was deepening forcibly and in the beginning imperceptibly, and the persons relieved were the true estimate, as neither the relief to deserving was found to be wanting nor to those undeserving ready.

As to the sufficiency and economy of relief measures.

10. The standard of 15 per cent. arrived at by the late Famine Commission of 1879 cannot hold good in all cases, and depends entirely on the nature of the distress. In tahsil Meja the needs of the people necessitated liberal relief, and this rose to about 50 per cent.

11. *Vide* above.

12. In no part of Meja tahsil, district Allahabad, was the proportion of the total population relieved larger than was necessary to prevent loss of life. The persons relieved were certainly in need of it.

13. There were no cases in which a larger proportion of population might have been relieved consistently with the object of saving life and preventing great suffering. Every attempt was made with success to search out men in distress, and every chance was available for them by starting numerous relief works, poor-houses, children's kitchens and village relief. As regards the attitude of the people, I am of opinion that it cannot be maintained in such a distress, and, besides this, there can possibly be no harm to it when the relief was given at home.

14. If in any case the relief arrangements are proved insufficient, defective, or ill-adapted, they must be due to the distress being widespread and the greater number of persons suffered in it, but in my opinion the cases shall be very few or rare.

15. The relief was altogether successful in saving life. The deaths may be numerous or over average, but these cannot be attributed to the want of relief. The relief was never denied to a man in need; the deaths were often caused by diseases. Those dying of starvation were never witnessed.

16. A decrease or increase in the numbers of relief was exactly in accordance with the state of the people. Due regard was always paid to the fact that no course should be taken which might have the exclusion of persons really in need from relief. This course was very safe. If the changes in system were made, they were urgently required, and no change was ever tried which was not permissible or rather advisable under the time. From my experience of 12 years' standing of the locality, I can say that no measure adopted to save the suffering did affect the number.

17. No. *Vide* above.

18. Yes, the necessity was the chief principle in giving relief.

19. Of course all persons who could do a reasonable amount of work were required to work as a condition of receiving relief. In many cases they were made to work, and the work was exacted from them.

20. Certainly every one was subjected to labour test.

21. The number of destitute persons to whom the test of labour could not be applied, was comparatively small in comparison with (1) the total population of the affected tract, (2) the numbers relieved in work, the percentage being about 10 or 20 respectively.

22. With regard to the labour test, the condition of the task and wage has been moderate. The task has been a full one, and the wage has not been more than a bare subsistence wage.

23. When the road was going to be repaired, the labourers had to reside on the road, which being too distant from their homes to return daily. Afterwards the relief work changed into digging of numerous tanks nearer to their homes. Residence upon the work is certainly disliked by the people, and is more troublesome to them as well as their utter ruin of house affairs. It constitutes the test of necessity no doubt, but would have been better were the people to get work nearer.

24. * * * *

25. * * * *

26. I have a very different opinion about it. The people did not resort to relief works at an earlier stage of distress. It seems so because it was before the *rabi* crops being cut but the fact is that the failure of two consecutive seasons, a *kharif* with its preceding *rabi*, with the apparent signs of the failure of the next *rabi*, was distress in itself. The flocking of people was not at all due to the greater liberality of the terms of relief. The people coming on relief works were found always in a poor condition and often emaciated. The total failure of the crop left nothing for people but to resort to relief works as their last resource.

27. The gratuitous relief was not mainly given through poor-houses; it was also given through kitchens as well as by means of money to persons in their homes.

28. I consider that the risk was effectually prevented, and the gratuitous home relief was strictly confined to persons who were in real want and who belonged to the classes specified in the Code.

29. As regards the present famine, I am of opinion that the gratuitous home relief commenced at due time. It commenced in time when it was necessary to save lives and keep villages and households together. The condition of people was reduced to a worse state. They were not made ready to accept the relief, but were obliged to do so by necessity. It commenced at a time when the feeling of moral obligation of mutual assistance was extinguished and few had to help others.

As to the arrangements existing for ascertaining the imminence of scarcity.

34. The arrangements existing for ascertaining and reporting failure of rainfall and crops are sufficient.

35. Revenue village organization, such as *patwari*, is maintained through the whole tahsil.

36. The crop entries can be relied on as regards (1) area and kind of crop actually sown, (2) the extent to which sowings have failed, (3) the condition of the crop.

These entries are made after a careful local enquiry.

37. The returns obtained are a sure guide when distress is apprehended.

As to the extent to which the prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

39. I am the Tahsildar of Meja tahsil. The whole tahsil was under my charge. The following were the different State relief measures:—

(*a*) relief works;

(*b*) poor-house;

(*c*) gratuitous relief;

(*d*) children's kitchens.

40. In the capacity of tahsildar, being head of the tahsil, I had to look after the working of the poor-houses, distribution of gratuitous relief, and of children's kitchens. I had personally to visit kitchens, and for several months it was my constant work to inspect poor-houses every day. As the tahsil was the most affected part of the district, the poor-house was very often over-crowded, and so every action was taken there under my own direction. Such was the case with kitchens also. As regards gratuitous relief, I myself made a tour of nearly all tahsils.

41. I think children's kitchens was not a Code measure, though general kitchens are allowable.

42. * * * *

43. * * * *

44. In my opinion every measure has its own advantages. There can be no comparison between one measure and the other; for different class different measure was taken, but after all I would say that the gratuitous relief was the best one in every respect. It has been well defined in the Government Gazette, dated 27th November 1897, page 520, paragraph IV, which is quoted as below:—

"Outdoor relief at the homes of the people did not merely preserve life and mitigate those material hardships which are inseparable from other forms of relief. It also respected those customs, feelings, and prejudices, half estimable, half pitiful, which are often dearer than life itself to those whom Government undertook to protect. The people were struck both by the benevolence of the motives which inspired this kind of relief, the generosity with which it sought no return, and the immense and elaborate organization created to administer it. They found in it a type and a proof both of the power and resources of the Government, and of its humane care for even the feeblest of its subjects."

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45. I think the measures were all complete. If anything has been found to be wanting at all, that is due to the emergencies of famine. One thing has struck me very much to be recorded, that there should be some provision in the Code for women coming to relief works or to poor-houses who may be pregnant and about to deliver.

46. I know best the Meja tahsil. Its southern part is all mountainous, and the special class of soil, being hard, requires sufficient and timely rains owing to the absence of facilities for irrigation. It is liable to famine. Tank digging and gratuitous relief would be more suitable.

47. * * *

48. Gratuitous relief was most approved of by people, *vide* answer to question No. 44.

49. I recommend that the number of circles and circle officers should be increased, so that every circle officer may inspect each village of his circle once a week. I mean to say that as regards the number of villages, there should be a definite limit in the Code.

There must be some provisions for clothes, etc., also in the Code.

As to gratuitous relief.

148. Nearly 5 per cent. of the population of the affected area was placed on gratuitous relief at the time of maximum pressure.

149. Yes, the persons so relieved mainly belonged to the agricultural classes resident in rural areas.

150. I consider that all the persons thus relieved were incapable of work on a relief work and without relatives bound and able to support them, and had no resources of any kind.

151. To this question is a very simple answer. In the year of distress the utter failure of crop leaves nothing for them to support. They are not all of them beggars by profession; had they been capable of work, they would have gone to relief work, and, besides this, if they were receiving any assistance from their kindred and relations, the distress put them all on the same level. There were few who could support themselves easily, not to say of helping others. The dire scarcity and acute famine, together with the previous season's failure of crop, which turned so many persons off their homes to relief work, had also thrown so many incapable persons, comparatively small in comparison with the latter, on the State for support.

152. The persons who received gratuitous relief in their homes were not chiefly women and children; there were men also. All consisted of incapable persons. I think one-fourth of the women belonged to the *parda nashin* class.

153. No reliable estimate can be formed for a given tract of the number of persons requiring gratuitous relief in their homes during acute famine. If there can be any, that must be mere ideal, considering the number maintained on the list for any circle or tract. The number will, as a matter of necessity, vary with the severity and state of distress.

154. Where the number of relief workers attending to relief works open in a district is small, it may be presumed that no great amount of gratuitous relief is required, as by experience I see that the number of paupers is very small in comparison to the workers. The ratio between them ordinarily comes one to ten.

155. I do not approve of this practice as a test of necessity as a general rule. Why should the incapable man be required to accompany his relative on the work to remain there as dependant, when he is destitute and in need of gratuitous relief? The incapability which made him useless for work is a better test of necessity than this. Besides this, no more increase of dependants is recommended on relief work than which is unavoidable.

156. I would give gratuitous relief to an incapable person having an able-bodied relative bound to support him, who declines to go on to relief work, provided that the relative is also unable and resourceless. The man does not go to work of his own accord and must himself suffer for it; why should the poor man bear the same fate when there are different sorts of relief for different persons? And, besides this, if the man goes there, he should get just sufficient to support himself, and the poor man will remain there as dependant, which he is required to do as a "test of necessity," and in case the relative declines to go to work, his necessity is certainly not proved, but not the necessity of the poor man. It means indirectly that every incapable person should induce his able-bodied relative to go to work without inclination or necessity.

157. It may be presumed that the gratuitous relief is very popular with the people, but not that it is sought for by many who are not absolutely destitute or who are capable of labour on the relief work. The popularity of gratuitous relief has also made popular with the people the condition and classification of persons liable to receive and I consider that the great majority of people are sensible enough to understand that under the present system what sort of relief one can receive, and it is also apparent by the fact that people resorted to different courses.

158. The circle and inspection organization at my disposal was sufficiently strong, vigilant, and well informed to restrict gratuitous relief to those who were incapable of work and otherwise would have starved. The precautions taken are briefly stated as below. That the lists were primarily drawn up by circle officers with the assistance of the village accountant and headman, the proprietor or his agent, and respectable inhabitants of the place. These lists were made the basis of subsequent procedure, which was as follows. The whole population of each village in turn in the distressed districts was mustered, excepting those whose sex and status forbad them to appear in public. Those who were absent from the village were first accounted for; then those present who are fit objects for relief were sifted out and after due enquiry placed on the free list. A *panchayat* or committee of the respectable inhabitants of the village was then formed, and the claims of the *parda nashin* women and others of that class were considered and allowances were allotted when observed and required. Thus the entire population of the village—men, women, and children—were passed under review, so that no individual might escape notice or suffer from want of food. The lists so framed were tested and corrected by the superior staff visiting each village in turn, and recipients were furnished with printed tickets corresponding with the list and showing the amount of relief to which they were entitled. Thereafter each village was visited so far as possible once every week or ten days by the circle or other superior relief officer, whose duty it was to review the list, muster the recipients (excepting women who could not appear in public), remove the names of those no longer entitled to relief, and bring on the list any new person who might be shown to be eligible.

159. The staff required for the purpose must, as a matter of course, be adequate to the task imposed on it. The extent of work and number of persons supervising it must be at a certain reasonable proportion. It is difficult even for me who was an eye-witness of the whole scene, to describe the wretched condition of the people, their cry, their bodily state, and the promptitude with which they were relieved. The danger is over, and I wonder how it was managed. The men engaged therein in management were consequently put to labour in extreme. The increase in their number is necessarily recommended, and the higher their pay be the more satisfactory will be the result. There is no reason to complain, as the supervising officers under this head were nearly all from the permanent staff of the district and consequently had more sense of honour and duty than an ordinary outsider. If there be nothing moral in them, the fear of losing their permanent post and consideration of their past services was sufficient enough to keep them to their duties.

160. The acceptance of such relief does not place any social or caste stigma upon the recipients in general. As regards the society, those who were well off were reduced to an ordinary state and those in an ordinary state were reduced to worse, and when the former are unable to support easily themselves, they cannot blame the latter to receive aid from others. As regards the caste stigma, there can be possibly none. Besides, this, the State relief was considered by people in view of "divine help;" they receive it as their due and not a mere act of charity. There may be very few of the most respectable class of people who might have considered it otherwise.

161. Before having any knowledge that gratuitous relief was being given by the State, the private and village charity had already stopped, and there were very few who used to give something in shape of alms, but that was quite insufficient and out of consideration. The people did not cast their customary obligations for the support of the poor of the locality upon the State by the knowledge of State relief, but by the changes in their own circumstances.

162. No, as almost all of them were unfit for work.

163. It might have been possible for few of them who were a little better, but was very difficult to put into practice.

164. I do not agree to it; the reason will transpire in the next article.

165. The social and caste feeling of people were quite contrary as to receiving cooked food in State kitchens, and the substitution of kitchens for gratuitous relief in the form of grain or money doles would practically and certainly exclude on account of these sentiments certain classes from relief who really need it. People of very low caste will take food from kitchens who are allowed to do so by the virtue of their own caste. I do not say that when put to despair and having no other alternative, people even of higher castes will not go to it, but this will cause a great discomfort and leave a caste stigma for a durable time, and the idea prevalent will be an intrigue for change of religion, as these sentiments constitute one of the bases of religion.

166. Apart from the sentimental difficulty, it would not be practicable to maintain a sufficient number of kitchens so as to be within the reach of all persons requiring gratuitous relief. The burden of management will be too heavy to bear; the average cost will be heavier than relief in form of money, etc.; more establishments will be required; a lot of money squandered in building and utensils; daily confusion and daily supply of new pots; and—worst of all—they will never be satisfied, blaming their own benefactors for the quantity of ration being less, which cannot be helped even if it is weighed before them. No sooner it is done up, the complaints commence. The substitution shall have much harm and no good; one day the food is not thoroughly cooked; the next day flour is not good; third day *dal* has fallen less; and the last thing will be that the people will be rendered so idle as they are relieved even of the care of cooking their own food. There will be some persons also who, owing to infirmity and other causes, are unable to walk even a few paces. It would be also difficult to get supply of grain in so many different and distant places. In starting these kitchens the care of thousands will be concentrated in one.

167. The gratuitous relief was given in the form of money, and this I prefer to grain. The reason is obvious: one man can take at a time ₹500 with himself, which will suffice, say, at average for 400 persons, while the grain he cannot take even for 10 persons. To give them grain is not to meet all their requirements; they will require even something more in connection with food, such as salt or fuel, etc.; moreover, to afford facility in distribution, grain godowns will have to be opened, so that persons may come over there and receive grain. It is feared that this would exclude *parda nashin* women and respectable persons from receiving relief. The grain relief will be taken in the light of mean charity.

168. It was given in the actual homes of people.

169. Within my observation there was not much malversation or extortion on the part of *patwaris* and other subordinates employed in the distribution of gratuitous relief. There were six or seven instances in such a grand staff. After the primary list was prepared every addition and alteration was to be made by circle or other officers.

170. They have materially helped in preparing the primary list and afterwards searching out men in distress. The *patwaris* were also bound to report any change. They had to distribute monthly pay also. But every addition and alteration in the list was never entrusted to *patwaris*. The officer enrolling the new one had to pay the first instalment at once.

171. In my tahsil no private individuals were employed.

As to poor-houses.

172. The population of the poor-houses at Meja tahsil, Allahabad District, was large in the months November to February. Throughout the whole famine the average was moderate.

173. From the low classes.

174. The persons of better castes or of respectable position object to resort to poor-house for relief. I think no degree of pressure would have induced them to go there. There may be exceptions. Some may come or did come, but notwithstanding the famine was so acute, the number of such persons was very few.

175. I had no experience of former famines.

176. In the month of January, owing to the intensity of cold, the mortality was little higher.

177. The ratio between the inmates of poor-house residents of this district and that of other districts or Native State was 20 to 1.

178. The famine was very severe, and risk of life was apprehended in every degree. It had not simply broken up households, but in several cases made the wanderers altogether houseless. Often there were instances seen where human body was reduced to skeleton, and the sight was fearful to observe. We received such persons very often from the adjacent Rewah State.

179. Every measure was taken to keep down the population of poor-house. All persons fit for work with the consent of medical man in charge were sent to relief works. Those who could come under gratuitous relief were sent to settle in their homes or brought on the village list. In every way possible it was systematically done. The only permanent inmates were the infirm vagrants.

180. The poor-house ration prescribed by the Famine Code is sufficient to save and preserve life. The dietary had to be varied in the case of sickly and weak persons.

182. I see no good to have legal powers in this matter. People have come to poor-house very willingly, and in the strictest sense of the word no compulsion was used. If they were found roaming, they were sent to poor-house, and they showed no reluctance at thus being sent, or rather thankfully followed the course.

183. Endeavours were made successfully to get work out of the inmates of the poor-house as far as possible and was consistent with their health. Nearly all the work regarding the cooking of the food, cleaning the compound, getting its grass cut, grinding of the grain, and even the repair and construction of the poor-house buildings and its compound were done by the inmates of the poor-house, which would have cost much otherwise. Considering the state of their health, they have done fairly well, as all able-bodied persons were constantly sent to relief work.

184. I found no compulsion necessary in detaining the persons in poor-house. They were living there with ease and comfort, if the poor-house is such a place at all. The inmates were free to leave when they chose. The departures without cause or escapes were not numerous.

As to relief kitchens.

193. We have got kitchens only for children under 12 years of age: no general kitchen was started. These kitchens proved very beneficial for children. The parents were often found to have misused the doles of their children. These kitchens were nearly all under private agency.

As to loans to cultivators and landholders.

199. The following table will show the amount of advances given by the State during 1896 and 1897:—

Under Act XII.	Under Act XIX.	For subsistence.	Total.
22,594	3,496	24,179	50,269

200. In the case of money advanced for land improvement the recipients have, as a rule, spent it on the object for which it was best, namely, on the employment of labour.

201. The sums advanced for cattle and seed have been, indeed, of much benefit to the cultivating classes. No more money was needed and no more application was left to be disposed of. A large amount of charity money has been spent under this head, which made the advance more complete.

202. The time for recovery is different; suffice it to say that the advances under Acts XII and XIX are to be realized between eighteen months commencing from eight months, while that of subsistence between two years.

203. The advances have been given to landholders and cultivators for purchase of food. The highest amount was not to exceed ₹40 each, and the time was when no crop was ready standing.

204. I approve of the principle of such subsistence advances, and there are cultivators also who, on account of their caste and connection, cannot go to relief works, having some property and being men of some respect, cannot undertake the work of a labourer. Therefore there should be some provision for them. In my opinion, those cultivators who have been on work will not take such advance, which after all they will have to repay.

205. I cannot say it is more economical, but it is more beneficial, because there will be more degradation when without destruction the whole agricultural class is subjected to labour. In my opinion, there should be advances for such class of cultivators. As for economy, only this much can be said that what is to be paid in lieu of wages is not to be returned.

206. As the advances are to be returned, I do not think how will everybody take when he can manage otherwise. The advances are made after due enquiry, which will keep everything in moderation.

Rai Sitla Bakhsh Singh Bahadur.

25th Mar. 1898.

As to remissions and suspensions of land revenue.

207. Rupees 2,83,000 have been suspended in round numbers. The remission question is yet under consideration, but I think the amount will in no case be less than two-thirds of the amount thus suspended.

208. The amount thus suspended was announced, and decrees were passed often by the court to the same extent, and the landholders shall have to grant receipts when remission matter is settled.

209. This form of relief has been of much advantage to the landowning and cultivating classes. They cannot be kept from relief work owing to suspension or remission. They go to relief work to get a livelihood there and not to pay rent and revenue. As regards debts, I think under this head they had nothing to borrow.

210. Out of the revenue suspended nearly two-thirds are proposed to be remitted; the remainder will be realized without much trouble should the seasons be good.

211. Certainly the recovery should be spread over certain instalments, and it is proposed to do so. And, as a matter of fact, the same connection must exist between rent and revenue.

212. The suspended rent carries no interest.

213. The Government, as far as I know, has no such powers, but it seems very fair and reasonable that there should be some provision for it. There is no difference between the two such classes of tenants, and both of them are governed under Act XII as far as tenancy is concerned. The Government has made over its right of revenue. It is very hard for the poor tenants that they do not secure such advantages as for other tenants. The landholders have nothing to pay as revenue; therefore they have nothing to gain by remission and suspension; but as regards the tenants the rule is very defective.

(*The witness gave his evidence in the vernacular.*)

I am tahsildar of Allahabad. There was famine in almost the whole of my tahsil. In March 1896 famine made its appearance in the whole of the southern hilly tracts. Test-works were opened. Regular famine works were opened from October 1896. Population is about two lakhs. About a lakh and twenty thousand were on relief works, out of which about eight thousand were from Rewah. Few died of starvation. Twenty thousand people were on relief works when cholera broke out and carried away many. Rewah people were in very poor condition. The wages given on relief-works were sufficient. The one pice given to children was not enough. The causes of the children being weak were (1) that their wages were inadequate, and (2) that their parents paid little or no heed to maintain them. The wages paid to the labourers were just enough for their own maintenance. In October test-works were opened and then road-work. Tank-works proved beneficial. Only those who were in need resorted to relief works. When minor relief works were opened in the vicinity of their villages people went to them in numbers. If works be started now, the professional labourers only would resort to it, but not the cultivators. During the non-working season also, the cultivating classes would not, as a matter of course, go to relief works.

Munshi Kashi Prasad.

25th Mar. 1898.

MUNSHI KASHI PRASAD, Tahsildar, Khutahan, district Jaunpur, called in and examined.

I put in written answers to the Commission's questions.

	Acres.
1. *Area depending upon rains, sown in 1896-97	57,114
Area which did not yield anything at all .	28,258
Area which partially yielded . . .	28,856

2. The distress was mainly due to local failure of the rains and of the harvests depending thereupon, the reason being that nearly the whole population affected consisted chiefly of persons whose maintenance depended either upon good harvests being obtained or agricultural operations being carried more extensively and freely. Under the latter class would come in agricultural labourers.

3. Figures are shown in notes to question 1.

The final result comes to this—that the produce of the area dependent upon rains was one-fourth of the normal produce.

(*b*) Prices of food-grains eventually rose much higher than in other normal years. I have no experience of past famines.

4. Up to the failure of the rains the condition of the affected area will be apparent from the comparison shown below:—

	Acres.
Area of agricultural land depending upon rains during the year 1893-94	51,732
Area of agricultural land depending upon rains in 1894-95	93,961
Area of agricultural land depending upon rains in 1895-96	66,142
Area of agricultural land depending upon rains in 1896-97	57,114

5. Under normal circumstances the population of the affected area may be considered to enjoy a fair measure of material well-being. There is no particular section which can be said to be ordinarily in an unsatisfactory and precarious condition from any special causes.

6. The cultivation of the affected area or produce which it would yield is specially dependent upon timely and sufficient rains owing to its being largely *dhankhar*, *i.e.*, soil yielding rice.

7. The population of the affected area, chiefly consisting of classes of people shown in my notes to question No. 2, can hardly be expected to have reserves of money or food for its support in the event of failure of one or more consecutive harvests.

8. There is no reason to suppose either.

10. The standard given by the Famine Code coincided very nearly with my experience during the late famine.

11 Cannot give exact figures.

12. The proportion of the total population relieved was not larger than was necessary to prevent loss of life or severe suffering.

I do not think so.

13. I do not think that there were any such cases.

15. Of course it has been very successful.

The mortality in excess of the normal has been so very slight that it can very reasonably be thrown out of account.

16. The changes affected were not followed by any such consequences.

17. No.

18. This principle has been observed to the fullest practicable extent under my personal directions, and it proved the best test of necessity. The wages ranged from the maximum to the minimum, and yet the number of labourers would constantly remain nearly the same.

19. Leaving gratuitous relief of course out of account, all persons who could do a reasonable amount of labour were required to work as a condition of receiving relief.

20. Yes.

21. The number of such persons has been comparatively small.

22. Yes, as shown in my notes to question 18.

Yes, the task has been a full one, more than which could not have been exacted.

Under certain circumstances the wage has been more than a mere subsistence allowance, and in others scarcely so.

E.g., separate wages paid to several members of a family would collectively amount to some thing more than non-subsistence wage sufficient for the whole family taken together.

23. Yes, the relief works conducted within my sub-division were nearly eight.

Not, as a rule. The labourers whose houses were situate within a distance of two or three miles from the relief camp generally returned to their homes after their day work was over; others used to live in the camp.

Yes, it is disliked, it being nearly their second nature not to leave their houses for night.

The residence by the labourers upon a relief work may be said to be a fair test of necessity.

26. No experience of previous famines.

27. "Gratuitious relief" was either given through the poor-houses, in which residence was a condition of relief in the form of cooked food, or by means of doles of money in the houses.

28. Yes, the risk was effectually prevented, and gratuitous house relief was strictly confined to persons who stood in real want of it, and who belonged to the classes specified in the Code.

This form of relief was administerted after due and searching enquiry having been made and with strict observance of the rules provided in the Code.

* The numbers refer to the questions drawn up by the Commission.

I, under the stringent directions of the district authorities, supervised and checked nearly every case of such relief.

29. This relief cannot be said to have been given at an early date, nor it was out of proportion to the need of it.

Yes, no doubt.

No. I do not think that it has demoralized the people, it having been entirely confined to the class of people who were qualified for it.

31. Reliefs in the form of loans and suspensions of land revenue were given within my tahsil.

I have no experience of past famines.

32. The landowning class has been much relieved of the famine distress by suspension of land revenue and advances of loans. The cultivating non-proprietary and the agricultural classes both by charity and loans, and also in finding wages for labour when they could be employed on works.

I do not think that the trading class was appreciably effected by the famine.

Artizans have also found relief by getting wages for labour.

I do not think that any of these classes have been permanently injured. There is every hope of their speedy recovery to their former positions.

33. I do not think so.

34. Yes. I consider them to be sufficient.

35. There must be some organization.

The present system has worked tolerably well, and it is desirable to maintain it.

36. Yes. They can be relied on with regard to all the three heads.

37. Yes.

38. Yes. They were largely based upon the agricultural information given by these returns.

39. Earthwork, gratuitous village relief, State charity loans, and suspension of land revenue.

Handsome amount was realized by subscription from private gentlemen.

40. From the very outset of the famine I went out on tour from village to village, seeing the condition of the village community, getting information of the means of subsistence, consulting *zamindars* in various necessary measures to be adopted, visited every relief camp, inspected the poor-houses, checked the accounts, bringing everything to the notice of the district authorities which required redress, and such redress was promptly had.

41. No measure which was not a Code measure was adopted.

42. No.

43. No material departures were made.

44. With regard to relief of distress and saving of human life, *tank work* stands on equal footing with road work.

With regard to economy, tank work is superior to road work. Road, if not regularly maintained, ceases to be of any utility, while tank work becomes a permanent useful means of village irrigation without entailing further expenses on the part of the State.

Opening of poor-houses is the best measure for preventing distress and saving human life. The inmates of these houses would be the persons who either on account of old or tender age or on account of sickly condition could not be saved but by being fed without being required to labour.

Gratuitous relief measure has much the same advantages as belong to the poor-house system. People who are given gratuitous relief in their homes are generally the sort of people who would rather die of starvation than labour at any relief work or come out of their houses for begging in the streets and thus be placed in the poor-houses.

No doubt money spent upon the operations of these two measures has only the immediate effect of saving human life and preventing distress. No consequences of any permanent character such as can be obtained of earthwork could come out of these measures.

45. The measures which were used within my tahsil fulfilled our highest expectations and worked most satisfactorily. They seem to be entirely perfect in themselves. Thus I have no suggestions to make either with regard to improvement upon the existing measures or with regard to new measures being introduced.

48. (A) Tank work was most approved by the agricultural class and agricultural labourers, while road work was mainly liked by the professional labourers. Poor-houses, as shown in my notes to question 44, were most approved by the class of people for which they were meant.

Gratuitous relief was highly welcomed by the *parda nashin* class, and also by people who have deep-rooted sentiments of self-respect peculiar to this country.

Loans to the landowners and the agricultural class were much appreciated by them, inasmuch as they would not accept anything which is bare charity, but feel highly relieved if anything comes to them in the shape of anything less than naked charity.

(B) All measures in their respective proper places were much appreciated by the intelligent natives not themselves in need of relief.

Gratuitous relief to *parda nashin* class was most approved by all such natives.

49. This question is practically answered in my notes to question 45.

53. The roads raised as part of relief works will be of permanent service to the community, only in case of their being regularly maintained; otherwise not.

54. Within my tahsil I do not think that there will be room for new roads.

57. (*i*) As means of employment of relief labour the value of village tanks has been remarkably great. This labour, having attracted nearly the whole community of the village labouring class, was a great source of relief in two shapes—(*i*) by allowing wages and (*ii*) by letting the labourers live in their own homes at the same time.

(*ii*) These tanks would be no doubt means of permanent benefit to the village, inasmuch as they would help and facilitate irrigation.

59. The average number of workers for whom employment could daily be provided in a satisfactory manner on an ordinary village tank was 250. The system of supervision adopted during the late famine over such works proved highly satisfactory. The work agents employed at every tank were the immediate supervisors. These works were then in return supervised by the civil officers.

Yes, this can be prevented by fixing one circle for a group of villages at a convenient place for recruitment of labourers, and only such labourers should be employed at the different village tanks who have been selected by the officer deputed at such circle. The labourers recruited by the circle officer will be distributed by him, the number being in proportion to the extent and magnitude of every village tank.

One centre only should be fixed within the circuit of one supervisor kanungo.

60. No, we can so rely.

61. None here.

67. None here.

71. In case (*a*) the greatest distance to which labourers may be induced to attend relief works would be three or four miles; in case (*b*), ten or twelve miles.

72. Yes, it would be practicable. They should be refused relief unless they attend to relief works. When relief is withheld from such labourers, they would by the force of necessity attend to the work provided for them at the said distance.

73. No, I would not recommend.

In the first place, relief labourers would be most reluctant to leave their homes; secondly, their dependants would suffer much by being separated from them, they (labourers) would cease to be of immediate help to them (dependants); thirdly, because this will cause a disintegration of the family of the labourer; fourthly, because their absence will destroy their future prospects at their homes; fifthly, because it must cause the demolition of their houses or huts and in the end, when they ever come back, will find themselves in the position of a stranger or the worst wandering beggar or, in the least, if they are possessed of sufficient means, they will have their lives to start afresh.

74. I think it has been the exception.

75. No, residence has not been made a definite condition of relief. Yes, it has incidentally resulted from the small number of relief works open and the distance of them from the houses of the majority of the workers.

76. No, residence ought to be left to the choice of the labourers themselves.

No, I have no such experience.

Yes, I say this on the authority of my own personal experience that high task and low rate of wage are in themselves sufficient tests.

77. Under certain circumstances it is so, while under others not. This will much depend upon the length of distance and the class of the labourers.

The more the distance the less the reluctance to leave the homes, and *vice versâ*.

Munshi Kashi Prasad.

25th Mar. 1898.

We here did not make residence a condition; therefore cannot point to any specific instances.

78. Yes, they would be large enough for the said purposes.

79. No such reductions were allowed here; but we observed the rules given in the Famine Code and thus granted an extra allowance to a labourer coming from a distance of over ten miles only on the first day on which he joined the work. Precautions to prevent distance being over-stated could only be adopted on the authority of one's local information or by referring the new comer to the already known workers.

81. Very slightly.

82. If residence were made obligatory; it was of course necessary to provide blankets and bedding for the people.

83. The proportion of dependants relieved on the relief works is more when works are small and numerous than when they are large and few.

The reason being that small and numerous works are generally opened close to their doors or at a comparatively less distance than large and few works. In the former case the "dependants" would flock in more abundantly and easily than in the latter.

94. Can be best answered by a Public Works Department official.

95. I would propose the quantity of grain as given in section 101, Chapter VII of the Famine Code.

96. Yes, it is necessary, being the most suitable system.

98. It ought to be twelve years.

99. If the labourers fail to perform the task set them, a reduction should be made in the wage in proportion to the task left undone. In case of their not doing the work at all, it is quite fair to refuse them any wage. We cannot lose sight of the fact of their being able-bodied men and yet refusing to work.

Beyond this I would not recommend anything.

100. They are necessary restrictions.

101. Not so.

102. It is not desirable to exact or allow anything over and above the normal task.

103. I am not in favour of allowing any rest day. It is experienced that when minimum wage was allowed for a rest day (or a day without work), a large number of labourers flock in on the previous day simply with a view to get rest day wage.

110. Yes, I have had an experience in the modified intermediate system and consider it to be preferable to task work.

111. Yes, I would advocate its adoption on all relief works, whatever may be the degree of distress, it being a most satisfactory system and can meet any requirement, it also being the best test of necessity.

113. The explanation of this preponderance can be found in the degree of the stress of necessity. If the distress were acute, the whole family, consisting of men, women, and children, will attend the relief works.

114. Earthwork should be carried out under the control of the Public Works Department, with this reservation that the distribution of wages should be open to the inspection and supervision of civil officers.

Gratuitous relief in every shape and poor-houses should be placed entirely into the hands of the civil officers, also advances of loans.

115. The powers of control which the Collector and Commissioner possess over Public Works Department under ordinary circumstances should also be exercised with regard to famine relief works, with this addition that the Collector of the district should be the officer to whom the Public Works Department should be immediately responsible for efficiency of work.

116. The Executive Engineer should be held responsible for amount of labour, for due application of money, for management of accommodation, and for sanitation; the Collector, in addition to all these, for general economy and saving of human life and relief of distress, and for supplying rations.

117. Yes, powers of general supervision or any other power which the Collector deems fit to do so may be delegated to his assistants either in particular or in general.

118. Among civil officers none below the rank of a tahsildar should be put in charge of a relief camp. I may here add that the procedure followed in census work may be conveniently observed in famine work also, and thus not only tahsildars, but judicial officers, such as Munsifs and Forest Officers, Deputy Inspectors of Schools, etc., etc., may be put in charge of relief work camp.

119. No; this will rather identify their respective responsibilities, while the contrary is desirable.

120. Not directly; these duties should be placed under the direct control of the officer in charge, who in turn should be made responsible to the Collector of the district.

121. Neither is it necessary, nor is it desirable.

129. I would never fix the maximum above 5,000 and the minimum below 2,000.

130. I am always in favour of kitchens in all cases for non-working children, my experience in certain cases being that the parents would not properly feed their children.

133. Yes, I have received complaints from certain private employers. They complained that they could not get labourers for the purposes of irrigation, etc., etc. I made full enquiry into such complaints and found the truth to be in this fact that the private employers would only employ able-bodied men and would only pay to them, while at State relief works each able-bodied labourer will find provisions for his non-working dependants also.

134. See notes to the above question. Yes, these complaints could be met by transferring the labourer from the State relief work to private employment and maintain at the same time their dependants at the State camp.

135. No.

136. See notes to question No. 133.

137. See notes to question No. 134.

140. Not at all.

145. Relief works opened by the State during the late famine answered the purpose well, and I do not think that any alteration either in form or in principle would serve the object more satisfactorily.

149. Not mainly; such persons came more or less from every class which could be affected with distress.

150. No doubt.

151. In ordinary years such persons belonging to the agricultural class mainly depended upon plenteous harvests being obtained; others upon demand of light manual labour, such as sowing, corn grinding, and also upon private charity.

During the famine there was a failure of crops, stoppage of demand of light manual labour, and also of public charity.

152. Yes: *chiefly* they were women and children and sickly and weak persons. Nearly one-third of the women belonged to the *parda nashin* class.

153. Yes, a reliable estimate can be formed. The numbers will vary with the degree of severity, but not with the stage of distress.

154. The direct presumption would be that the distress is not severe, and from this fact we can again draw inference that no great amount of gratuitous relief is required.

155. Yes, I do.

156. No, I would not.

157. Yes, it may be very safely presumed.

158. Yes, it was so. Nearly every case was examined by me within my tahsil and also by the pargana officer in general, and also was supervised by the Collector.

159. Not necessarily.

160. Yes; the recipient felt it as a social or caste stigma although I do *not* think very strongly. The general inclination was to receive this kind of relief secretly.

161. Not necessarily.

162. Not at all.

164. I am not in favour of establishing central kitchens in place of gratuitous relief being given in the houses of the people who are entitled to receive it. As I have already pointed out, such people would rather die of starvation in their homes than come out to take food from central kitchens.

165. Excepting very low classes, any man of any social status or belonging to any caste would not like to receive cooked food from State kitchens. There is no doubt it would exclude certain classes of people.

166. No, it would not be practicable.

167. It was given in the form of money doles. Grain could be easily purchased anywhere.

168. Within my tahsil it was given in the actual homes of the people.

169. Not much. Check of this evil no doubt entailed much hardship on the authorities, but I am glad to say that we at last came to a successful finish and only three cases of such malversation happened ; one *patwari* was punished with imprisonment, another was dismissed from service, and the third one was suspended.

No such instance.

171. Within my tahsil only three voluntary unofficial persons administered such relief.

173. From very low classes.

174. Yes, they did ; no degree of pressure would induce them to go there.

177. None from Native States or from other provinces, but to a very small extent from neighbouring districts.

178. Considering the physical condition of the persons entering the poor-house and the distance they had come, I am of opinion that the severity of the famine was acute and extensive, and that it had broken up households and caused wandering to a great degree.

179. Yes, such measures were taken by drafting to work and to their homes all who could thus be disposed of.

We sent up those inmates of the poor-house to their homes whose homes could be traced up after having obtained conviction that they would not die of starvation, and we employed those on works who did attain sufficiently strong healthy.

These measures were taken whenever occasions to use them presented themselves.

180. Yes, quite sufficient. Yes, the dietary had to be varied both in kind and in quantity according to the instructions of the medical officer, *e.g.*, those who were too weak to digest corn food were given milk.

181. Yes, they are sufficiently explicit and detailed and in all respects suitable. No, cannot point out any defects in them.

182. Does not require any special enactment. Yes, we compelled weak and sickly persons found begging to resort to poor-houses, but did not do so in case of those who could work, but refused to work.

183. Yes, endeavours were made to get light manual labour out of poor-house inmates, but we did not succeed in such endeavours.

184. Yes, the inmates were free to leave when they chose. Departure or escapes were very few.

193. In my opinion, relief kitchens can be started with advantage at the early and finishing stages of famine, but only for non-working children. We tried them at Khutahan and with success.

194. Yes, they are chiefly required in connection with relief works for the non-working children and other dependants (weak and sickly) of relief workers. As to the second part of the question, see my notes to question 193.

195. It is not desirable to substitute kitchens for gratuitous relief in the houses of the people either at the beginning or at the end of a famine. To those whom we give gratuitous relief in their houses such relief would be the only possible one.

198. It is always preferable to relieve non-working children and other dependants (weak and sickly) of relief workers by means of cooked food or by money doles to the parents.

In my experience parents could not be so trusted.

199. For land improvements :—

	R
(*a*) Loans without interest	1,500
(*b*) Loans with interest at the rate of 6¼ per cent. per annum.	600
(*c*) Loans with interest at the rate of 4¼ per cent. per annum.	1,750
(*d*) Loans without interest, allowing reduction to the extent of ¼.	6,890

For seed grain and cattle—

	R
(*a*) Loans for cattle with interest at the rate of 6¼ per cent. per annum.	4,000
(*b*) Loans for seed grain without interest	1,500
(*c*) Charity	17,264

Nothing for subsistence.

200. Yes, they have spent it on the object for which it was lent. The application of the loans was specially supervised.

201. Of course.

Yes, more money could thus have been advantageously spent.

Loans for seed returnable within one year :—

For cattle	2 years.
For land improvement	2 ,,

203. No.

204. I do not approve of the principle of subsistence advances. I would recommend the second alternative proposed in the question.

It is quite possible that the able-bodied cultivators who are allowed such advances would again benefit by enlisting themselves as relief labourers.

205. As said above, I am not in favour of such advances at all.

206. Yes, every cultivator would want to borrow instead of going to the relief work, and it would certainly mean a very large outlay by the State as loans and an increase of indebtedness among the cultivators.

207. No remission within my tahsil :—

	R	*a.*	*p.*
Total amount of annual revenue with cesses	2,75,170	0	3
Suspensions	1,42,050	14	0

208. Yes, such measures have been taken. Yes, there is a special provision for this in the provincial Rent Act.

209. Yes, this form of relief has been of much advantage to the landowning and cultivating classes to a good extent.

210. Yes, I think so.

211. Yes, such recovery will be spread over several seasons by means of instalments. Yes, I think so.

212. Yes, it carries interest, but it ought not to do so.

213. The Government has no such statutory powers (as far as I know).

Yes, such power is very necessary.

214. Yes, under the circumstances given in the body of the question, I think such a general rule of practice as proposed therein may be made with advantage.

215. To a very small extent. Stamp or registration receipts do not indicate so. No, the borrowing has not been so.

The reason of such a state of things as given in my above notes is found in the fact that very timely and opportune help was given by the State in one form or another, and thus no abnormal borrowing did arise of the necessity of the situation.

220. In the first place, best endeavours should be made to trace up the family of the orphans, and in case of success attending such endeavours they should be restored to their respective families. Under the contrary circumstances, respectable, well-to-do classes should be induced to maintain such orphans ; and, as a last resort, they should be put under management of private orphanages.

We have been very successful in restoring orphans to their home.

221. If the private orphanages do not choose to maintain the orphans at their own cost after the famine is over, we have no other alternative but to support them so long as they are incapable of working.

273. In country, *i.e.*, villages, ordinary food consists in Indian maize (*makka*), *mandua*, *kodon*, barley, and pease (coarse grains).

274. Meal they take only once a day in the night and live upon *charbas* (parched) for the morning and afternoon. The meal ordinarily consists either in bread or *bhat* made of any kind of corn described above.

275. Out of the sorts mentioned above, they substitute one for other.

277. They are more costly.

278. Rice, *arhar dal*, mixed wheat and maize for bread.

279. Two meals. Morning meal did consist of *kichri* (boiled mixed rice and *dál*) and evening meal in bread and *dál*.

My notes of evidence entirely come out of my own personal experience which I did or could have had of the various reliefs adopted within the limits of my own tahsil. I have refrained from putting down any notes on any point with which I am not at all or very remotely concerned. I have also left certain questions or part of questions unanswered for want of statistics or other necessary materials.

(*The witness gave his evidence in the vernacular.*)

I supervised test-works, poor-houses, relief works and village relief. Village relief was opened in February 1896. It was not afforded on any fixed percentage of population. The wages given were sufficient. If there were many workers of the same family, they made a small saving. The village-to-village relief was of much advantage and people appreciated it. After the standing *rabi* crops are cut it is hoped that the cultivators will regain their former status. I would give preference to tank-works over the usual road-works. Labourers could have been classified on admission. The adoption of the "intermediate system" attracted the needy only to the works, and this system worked well.

MUNSHI LUTF HUSAIN, Tahsildar of Lucknow, called in and examined.

Munshi Lutf Husain.

25th Mar. 1898.

I put in a written statement of evidence.

I beg to submit herewith my notes of the evidence required under G. O. No. 66, dated 17th January 1898, to be laid before the Famine Commission on the points mentioned therein.

4. (*a*) No apparent departure from the prescriptions of the North-Western Provinces and Oudh Famine Code has been made in the recent famine except the intermediate system, which was introduced while the famine was in its high climax.

(*b*) The intermediate system worked well. By the adoption of this system there were good many benefits, *viz.*, giving relief to the affected class by making provision for their livelihood, placing within their reach medical aid. The economy received always the best consideration of the officers concerned, who had to act strictly in accordance with the instructions laid down in the Famine Code. By the introduction of intermediate system the rate of wages of labourers and workmen in the famine relief works was subject to variation, *i.e.*, it varied according to the circumstances of the market sale rate of grain. For instance, a digger was for the first 10 days of a month paid at the rate of anna one and pies nine only, when the market price of the grain was 10 or 11 *seers* per rupee; but when the price of the grain was reduced, *i.e.*, it began to sell at the rate of 12 or 13 *seers*, his wages also proportionately decreased. Thus it would appear that in diminishing their wages there had been no hardship upon the *employés* as they could manifestly manage on the sum which they received. This method of working was given effect to on account of two reasons: firstly, to save the Government from unnecessary expenses, and secondly, keeping the labourers employed or engaged without any disturbance in their means of subsistence. The labourers had to do full allotted portion of the task; whenever they were found in fault with not working properly, or charged with neglect or lax performance of duty, they were met with infliction of fine. As regards feeble and weak persons, the following concession was made for them. They were formed into separate gangs and were allowed full day's wages if they satisfactorily performed their half day's task. This way of feeding the distressed class is highly commendable.

The introduction of intermediate system did not work well so far as dependants of one employed in famine relief works are concerned. Before it was brought in force, the dependants were given something for their nourishment to keep them alive; but since the time the new system was introduced, they were removed to poor-houses. Their removal to the poor-houses is not necessary, and the system hitherto in force, *i.e.*, making provision for their living, should be continued. In continuing this system there are two-fold benefits, *viz.*, economy and general approval and appreciation of the Government's generosity. It has been experienced that labourers and workmen did not like to see their dependants and children separated from them and removed to poor-houses, but will be highly thankful if the existing previous arrangements were to continue. According to the previous ruling, when there were rains, the workmen and labourers were not required to work; but since the introduction of the intermediate system, they were compelled to labour in order to entitle them to secure their wages. By this many feeble persons and labourers suffered great trouble as they often entangled into mud and fell down on account of moistly tracts of land. This should be stopped, and in future the previous system of their maintaining on rainy days should be continued.

Clauses C and D.—It would be expedient if in future the classification is made of people affected with distress.

"Men" should be divided into two classes:—

(1) Respectable, educated class,

(2) Menial, uneducated class.

Classes Nos. (1) and (2).—These should be sub-divided into—

(1) capable of undertaking work;

(2) incapable of ditto.

If class (1) is able to do work, they should be given employment free; and if not, they should be given gratuitous relief, as mentioned in section 126 of the Famine Code. As regards class (2), those who may be able to stand on labour should be entertained on relief works, and those who may not should be removed to poor-houses. As regards their dependants and children, following suggestions are submitted.

Dependants and children of class (1), if respectable man is given employment of R10, Re. 1 should be allowed per head. If they are the dependants of incapacitated persons they should be given R2 per head.

Dependants and children of class (2) should be given gratuitous relief or be admitted into poor-houses. They would be given these two alternatives, and action should be taken in these cases according to their free option or choice.

2. Section 42 of the Famine Code needs some amendments. Traders in grain should be threatened by the Government not to make much profits and take advantage of the ordeal of famine. Government should take steps to open a public shop. Its money should partly be advanced by Government and partly by well-to-do men and talukdars, and as soon as the famine is over, the money be repaid to them. Distressed persons should be allowed to purchase from that shop in proportion to the daily requirements and not to take advantage of the Government's generosity.

3. Temporary suspension should be allowed of octroi duty on grain.

4. Section 87 of the Famine Code should be so far amended that the wages be distributed daily.

5. Able-bodied not accustomed to labour mentioned in section 66 (C), children and infirm persons unfit for work mentioned in section 77 (10), should get cooked food in the kitchen along with children and adult dependants, as is defined in section 119 of the Famine Code, and for this purpose the addition should be made in this section for the above class of men, *until* they are fit to labour or to be removed to the poor-houses. Up to this time they were getting cash wages.

6. *Section 89.*—Wages should never be given in cash to labourers, but should be given in shape of grain. This will prevent the *employés* from committing frauds.

7. Section 91 should be amended to the extent that on Sunday labourers should work for half day at least, and they should get wages for full day, as in the intermediate system the labourers were allowed no leave.

8. Relief should be given through the District Officers. A city may be divided into *muhallas*. The Deputy Collectors should supervise and see whether the gratuitous relief is given to the deserving men and properly reaches to those for whom provision has been made. In towns where there is munsifi or tahsil, the supervision should be exercised by Munsifs and tahsildars.

9. In section 147 the words Municipal Commissioner or the other respectable residents of the locality should be added.

10. In Chapter XIII a section should be added showing that steps taken by police in conformity with the relief of the sections from 143 to 148 should be reported fortnightly to the district authorities.

11. Suitable measures should be taken to improve the present condition of the agriculturists. There are many tracts of land in this province where if by chance there may be no rains, the spot would remain unproductive of anything. The cultivators cannot remedy this evil. In order to remove it, it is suggested that some suitable arrangement for irrigation be made by Government, *i.e.*, canals be constructed and wells, etc., made.

12. Persons having cattle, such as bulls, cows, horses, ponies, and goats, etc., if they cannot properly take care of them, should entrust them to the care of Government, where they may be fed till famine terminates. The cattle should not be made to die of starvation. After famine is over, if they desire their return and to keep them, they may be returned to them provided they determine to keep them and not to sell them. If they will dispose of them within three months after their release from the care of Government, they will be only entitled to half of the price, the other half be credited to Government.

13. Orphans of respectable classes should not be sent to poor-houses, but placed in boarding houses attached to schools, where they may be put in regular course of training. They may be supplied with books, food, clothing, etc., as long as some person claims them.

14. Famine allowance should be made to *employés* in Government service. A man who gets R5 should be given R1, and one who gets R10 should be allowed R2 per mensem.

15. Municipal Commissioners should see that the best sort of grain is given to the population of the locality;

weights and measures used by the grain dealers are true and not false. They should report weekly the result of their inspection and bring to the notice of authorities any case in which any kind of suspicion arises. The persons, if found guilty, will be dealt with according to law. This will diminish the number of sick persons in those days.

16. Persons entrusted with famine work should be recruited from a class of men whose honesty has been testified and who should be strong, educated, intelligent, and hard working; they must be of respectable and good family. In recruiting men for appointment in famine staff preference should be given to men of the places where the famine has done great mischief.

17. Gratuitous relief given under section 54, Chapter V, should be given in grain instead of cash. It will remove certain of the evils.

18. In Famine Code there is no provision of giving clothing to the labourers on relief works. This is a necessary thing, and for this purpose a section should be added after section 123 of the Code.

19. The quantity of work to be done by the labourers was to some extent inadequate to the power of the relief labourers. It should be diminished a little.

In conclusion, I regret very much the delay which has occurred in replying to the Government order under reference, which was merely due to the pressure of work, and my attendance towards various kinds of works which were at the time to be considered most important.

Munshi Lutf Husain.

25th Mar. 1898.

(The witness gave his evidence in the vernacular.)

I was in charge of the Lucknow poor-house, and had to send copper coin to nearly all the charges of the whole district. I had to provide shops for supply of food-grain to all the charges. I had one thousand five hundred persons in February in the poor-house. The number would have been larger had I not drafted the able-bodied labourers twice a week and sent them to relief works. The ordinary food is 12 chattaks a day and some *chabena*. Villagers take their food once in the evening and some parched barley at noon (as *chabena*). In 12 chattaks, pulse, etc., are included. Women take about one or two chattaks less than men. Boys of ten years and under are classed as children; up to 15 or 16 they are classed as adults and are entitled to full ration. A woman of the corresponding age requires the same scale of diet. I am in favour of the intermediate system, which attracts the needy only to the works. Their dependants were sent to the poor-house. They were getting only enough to support them daily, and had no margin left for wet days when the works were closed.

At the Chatter Manzil, Lucknow.

FORTY-THIRD DAY.

Saturday, 26th March 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT).
SURGEON-COLONEL J. RICHARDSON.
MR. T. W. HOLDERNESS, C.S.I.
„ T. HIGHAM, C.I.E.
RAI BAHADUR B. K. BOSE, C.I.E.
MR. T. STOKER (*Temporary Member for the North-Western Provinces and Oudh*).
MR. H. J. MCINTOSH, *Secretary*.

RAJA SHIAM SINHA, of Tajpur, Bijnor, called in and examined.

Raja Shiam Sinha.

26th Mar. 1898.

I put in written answers to the Commission's questions.

As to the extent and severity of the distress.

* 1. Almost the whole district, but I can't give exact figures of area and population.

2. Partly to the failure of rains and partly to the abnormally high prices prevailing.

3. (*a*) The July and Christmas rains, on which the harvests in this district entirely depend, failed.

(*b*) Certainly, as far as I know, prices never ran so high in past famines as in the late famine.

4. Owing to the three successive harvests, the condition of the affected area was not normal. They were unfavourable.

5. Yes. Widows, orphans, old and infirm people who have lost their bread-winners. It is fairly large.

6. Yes. Most certainly in all particulars.

7. Probably 10 per cent. of the population of the affected area have reserves of cash or kind if the previous harvests have been good. The labourers and such of the agricultural classes who are mere tenants in bad circumstances, probably 50 per cent. of the total population.

As to the arrangements existing for ascertaining the imminence of scarcity.

34. Yes. No.

35. Patwaris exist. Therefore I know of no other condition.

36. I doubt if it can always be relied upon.

37. It is difficult to ascertain.

38. I believe they were.

As to loans to cultivators and landholders.

199. Money was distributed among tenants for digging *kachcha* wells and for the purchase of cattle and seed.

200. Money advanced was generally used for the purpose for which it was meant.

201. Certainly. In this district no more was needed.

202. I believe six months, but no pressure is used in its recovery.

203. So far as I know, no advances of this nature were made in my district.

204. I approve of the principle of making subsisting advances to deserving cultivators, because by remaining at home they could keep together their family and cattle, and would lose no time for preparing their land as soon as the rain came down, their case being very different from non-agricultural classes, who resort to test work.

205. Certainly. This way would be more economical.

* 206. If such advances were made to deserving cultivators only after due enquiry, it would not entail a large outlay by the State, inasmuch as cultivators having a meagre stock would, under any circumstances, go to relief work if such advances were not made.

As to suspensions and remissions of land revenue.

207. I cannot give the exact figure for the whole district, but in parts of the district suspension was made to the extent of one anna and one anna and a half in the February instalment of *kharif*, 1304 *fasli*. The suspension which was made in the June instalment of the *rabi* of 1303 *fasli* was realised along with the January instalment of 1304 *fasli*.

208. So far as I know, measures have been taken that the relief thus given should reach the cultivating tenants. I

*The numbers refer to the questions drawn up by the Commission.

Raja Shiam Sinha.

26th Mar. 1898.

am not aware if law provides for it, but in my humble opinion, legal provision is not desirable.

202. Certainly, it has helped a good deal, but it was not given to such an extent as to prevent them from falling into debt.

210. In my humble opinion the suspended revenue which has not been remitted will press severely on the landholders even if the seasons are good, because they cannot recover from the effects of the past famine for some years, and in districts where the revenue demands have been increased under revised settlements, the pressure will be even greater.

As to orphans.

220. Government, in my humble opinion, should establish orphanages in every province, which would receive donations and subscriptions from charitably disposed people.

221. If Government had orphanages, it would be unnecessary to do so; but if it has not, it would be unnecessary to continue its aid to provide orphanages after the famine.

As to the ordinary food of the people.

273. In the district of Bijnor, in tracts which are liable to famine, the well-to-do labourers and artizans live mostly on wheat, gram, and wheat-barley in the *rabi* and *dhan* and *bajra* and *juar* in the *kharif*.

274. They eat three meals a day; the early meal after sunrise consists of cold *roti* with vegetable or *dal*, washed down with cold water; their mid-day meal consists of hot bread and *dal* or occasionally coarse rice and *dal*, and those who can afford drink, besides water, buttermilk or *chhachh*; their evening meal consists of very much the same fare, except in large cities, where the well-to-do artizans have *puris* or *parathas*.

275. They sometimes substitute in this district *sawai*, *kodon* in winter, and in the hot weather *bijhra*.

276. *Sama* is more palatable than *kodon*, and also more digestible, though slightly heating.

277. Other grains, to which they are not used, they do not take to kindly.

278. *Dhan* and wheat-barley.

279. Two meals a day, consisting of dry *dhan*, bread, or wheat-barley bread, washed down with water.

280. Complaints were heard as to the insufficiency of food allowed to each individual.

As to food stocks and prices.

282. Yes. No.

283. No effect. Yes. Yes.

283 (*a*). There was no difference in prices.

284. Yes; there were.

285. They had to pay much higher.

286. Sometimes they could not buy even at high rates.

287. They were not.

288. Yes: fortunes were made by grain dealers or *banias*,*

289. They held on as long as they could, but cleared off their stock as soon as they saw a least chance of the prospects improving.

290. Some cultivators and landholders had private surplus stock, which they could have disposed of, but did not do so, as they apprehended the distress to last much longer than it did.

291. They sold it at the same rate as the grain dealers.

292. Yes.

293. It has not diminished.

294. Prices were kept steady owing to facility of communication. Yes.

296. Artizans, labourers, and cultivators, without any means, and professional beggars.

297. No money. Yes, it did.

298. Wages, on the contrary, went down. Because for want of money.

299. It has not.

300. This time people were getting gradually accustomed to the climax, whereas in previous famines, when sources of communication were restricted, the sudden failing of rains brought on higher prices and immediate distress.

301. Yes; respectable class of people do not willingly resort to poor-houses, and especially *pardah* women.

302. Yes; they did. It did not.

305. It my humble opinion corn could be easily imported from Persia, Japan, Russia, and America. The Government with great advantage could import corn from other countries for the exclusive use of their poor-houses and relief works, without hampering the private trade of the country.

(*President*).—Your house is at Tajpur?—Yes in Bijnor.

Were you there during the famine?—Yes.

Did you take any part in famine relief?—Only private relief.

Bijnor was one of the slightly affected districts?—Yes; and it was affected only as regards prices.

The neighbouring district (Meerut) was not affected?—No.

Were relief works started in the district?—Yes.

In many places?—In two places, I believe.

You didn't see the relief works yourself?—No.

In your part of the country what was done?—Relief was given in Dhampur, about 10 miles from my place, to *parda nashins*, and relief works were started there in the shape of roads and tanks.

Did any people go from your estate?—They came to my works.

What works had you?—Tanks, and a road 8 miles in length.

Under your management?—Yes, under my management entirely.

What was the system of payment?—My own system.

What was it?—I paid according to the wage on relief works and gave cooked food to the children.

Did you pay wages in grain or cash?—Cash to adults, and children got cooked food up to eight or nine years. Beyond that they got the ordinary wage.

Was there any system by which those in distress were allowed on works? Was there any restriction, or was it open to anybody?—Relief was given without restriction.

To anybody who chose to come and work?—Yes.

What were the wages you paid?—Two annas to a man was the highest, 1½ annas to women, and 1 anna to children.

What did weakly men get?—They got 1½ annas.

Did all children above 8 get 1 anna?—One anna was given to those able to work.

At what age do you draw the line between a child and an adult?—At 14.

What wage do they get over 14?—One and half annas, and below that 1 anna.

(*Mr. Holderness*).—Would a boy and girl get the same wage? Would a man and woman get the same for carrying work?—Yes.

(*President*).—Do you know how much food was given to children? Did they get as much as they could eat?—One or two bread cakes, according to their requirements.

What did this bread contain?—How many chattaks of atta?—I cannot say. I don't think one bread cake contained more than 1½ chattaks.

And did they get anything besides bread; any vegetables?—No, plain dry bread.

How long did this work go on?—I believe it went on for eight or nine months.

Did it stop when the rains began?—It went on, but not to the same extent. The critical time lasted only about eight or nine months. As soon as the rains came, they left off work and went back to their villages for work.

Were there any cultivators among them, or were they all labourers?—There were a few cultivators who had lost their cattle, or had no reserves of any kind.

Do you think cultivators can generally make arrangements for their cattle being looked after by some members of the family and come to relief works?—I think not. It would be better for them to remain at home.

What is he to do if he has nothing?—He should get advances of money from zemindars.

* It was sometimes clearly of the nature of time bargain and speculation.

Did you have to help any of your cultivators?—Yes.

In what way?—By advancing money for cattle or seed.

For subsistence?—Yes, for subsistence too.

In the present famine where the fathers and mothers got a cash dole for their children, it was observed that the children were sometimes emaciated when the parents were doing pretty well, and so the policy of giving young childen food in kitchens on works was thought necessary. What do you think of that; do you think parents can be trusted to feed their children?—Not all of them. In the case of mothers and fathers who cannot be trusted children should be separated.

Generally speaking, I suppose parents would rather stint themselves than their children?—Yes.

Why in famine time do you think they cannot be trusted?—Because they are hungry themselves.

Do you think the fact that parents stinted their children a sign that the parents did not get enough food on relief works?—Perhaps they did not.

Did you give cooked food yourself?—Yes.

Why did you give it?—Because I thought it was the best charity to feed children.

If you had given cash to parents, they would not have fed their children?—No, not in all cases. Some of the old people were also getting cooked food.

Were the children fed in your kitchens only the children of those on works?—No; there were other children, too.

Are there many small peasant proprietors or landholders in Bijnor?—Yes; a good many.

How did they get through the famine?—They got advances from Government for buying cattle and seed and for digging wells.

Do you think they got into debt much?—Some must be in debt. I daresay some could not manage without getting into debt.

In answer to question 274 you say that they eat three meals a day. Well, some witnesses said that in other parts of Oudh they only had one fresh cooked meal a day?—I suppose those people were very hard up. In my part they usually ate three meals.

Did not the old sepoys of Oudh and high caste people eat once a day?—In Oudh, I daresay. In our parts they cannot do without three. Purbhias even now have one meal a day.

Who do you refer to by Purbhias?—People in Oudh, Benares and Allahabad.

(*Mr. Holderness*).—Why do you think that your people cannot do without three. Are they bigger and stronger people?—No; they are not bigger people. In our parts they do not start work without breakfast in the morning.

Did you give one or two meals to children?—Only one in the afternoon.

Whatever else they got they managed to get themselves?—Yes.

(*Mr. Stoker*).—I fancy that children got something besides?—Yes.

(*Mr. Holderness*).—I suppose you did not think that that would entirely feed a child?—No. That was all I could give. The rest of their time was their own for begging or working as they chose.

In the second part of your answer to question No. 283 you say there has been a permanent rise in the average price of food-grains in India within the last twenty years. To what do you attribute that permanent rise. Have you studied the question?—No. I believe the prices prevailing everywhere were the same.

In answer to question 285 you say people had to pay much higher for food-grains and condiments. On what information is your answer based. Had the bazar rate reached the villages?—It was higher.

In answer to question 290 you say some cultivators and landholders had private surplus stocks which they could have disposed of, but did not do so. Was that a common thing?—Yes. They thought the famine would last longer than it did, and so they kept their reserves.

You say in answer to question 298, wages of labourers went down. People actually worked for less?—Yes. They had to.

With reference to your answer to question No. 302, was there a very large sale of jewellery, brass pots, etc.?—Yes. In order to buy food, they had to pawn their jewellery and sell their milch cows and other cattle.

Raja Shiam Sinha.

26th Mar. 1898.

Are you speaking of small cultivators?—Yes; and tenants.

Did you pay a wage on Sundays on your work?—Yes. They worked on Sundays.

You never gave any day of rest?—No.

The people pleased themselves about that?—Yes.

If they chose to go away?—They did not get paid.

Did you make them do a certain task before they got the 2 annas and other rates you mentioned?—Yes; but they didn't like a task, and so I left them to their own pleasure.

You didn't fine them?—No.

The men and women got less than the 2 annas and other rates quoted?—No.

What were your usual rates?—Two annas for a man, 1 anna 9 pies for a woman.

These are something less than the ordinary rates?—Yes.

In your district how are labourers paid, in cash or in grain?—Mostly in grain.

During the famine was there any change in the way of paying labourers in consequence of dearness of grain?—No; I don't think there was any. Paying in cash during the famine comes to less than paying in grain.

For their 2 annas how much grain would they get?—Well, the lowest rate was 9 seers, so they got about a seer.

What kind of grain?—*Dhan*, a very coarse sort of grain.

(*President*).—I suppose some grain was even cheaper?—Yes.

Was grain ever at 8 seers?—It might have been.

(*Mr. Holderness*).—What was the price of wheat at its highest?—Wheat was at 6 seers at the height of the famine.

When wheat was at 6 seers, what was the cheapest grain selling at?—Eight seers.

When you began work, what was the price?—I cannot tell you exactly.

Is maize the cheapest grain in your district?—Ordinarily it is the cheapest, but in famine time it was the same as the rest.

In March what were people eating?—*Dhan*.

Rice in March was 8½ seers. Is that right?—Yes, but there was no demand for it. All valuable stuffs became cheaper because there was no demand for them. They don't eat rice in my district, they eat rice bread or *dhan* bread.

Was there a great failure of crops in your district?—Not much. The rains began well, but stopped at the end of August 1896, consequently there was some failure.

What was the *rabi* like?—The *rabi* was not as good as usual. The area sown was 25 per cent. less than the average.

Did they eat much *jawar*?—Yes; *jawar* and *bajra*.

The amount of relief given in your district on the part of Government was not very great?—It was according to the requirements of the district.

The district did not require very much?—No. Crops did not fail, prices were high.

(*Mr. Stoker*).—How about sugar?—It was not up to the average.

It is the staple crop?—Yes.

(*Mr. Holderness*).—Did sugar prices go up?—It was cheaper, food-grains were dearer.

(*President*).—Did the poor people eat *goorh*?—Yes; and *shira*. Most can afford to eat even *goorh*.

(*Mr. Holderness*).—Compared with this part of the country, would you put down the average condition of labourers as good?—Markedly good.

Do you think they are better off?—Yes; I think so.

(*Dr. Richardson*).—Having no great distress in your district, there was no great sickness or mortality?—Not more than usual.

The people did not suffer?—No. They were not emaciated.

In fact, the distress was sufficiently relieved by the measures you took?—Yes.

(*Mr. Bose*).—Does your reply to question No. 274, as regards the people eating 3 meals a day, apply to labourers generally, or only to the wealthy classes?—It applies to all labourers.

Raja Shiam Sinha.

26th Mar. 1898.

As regards orphans, do you think it would be objectionable to hand them over to mission bodies, provided the mission bodies are well conducted, if none of their co-religionists come forward to take them?—I don't care who takes them over. I think it would be better to give them to missions.

Do you think Hindus or Mahomedans would object?—I would certainly make them over to missions.

(*Mr. Stoker*).—Do you remember the famine of 1877-78?—Yes; slightly.

How did it compare in severity with this? Was it more severe?—I believe there was more mortality, but I think prices were higher in the present famine.

And yet the people felt that famine more than on this occasion. Do you conclude from that that people are better able to resist the pressure of prices now than they were 20 years ago?—Yes.

Do you attribute that to the fact that communications have been improved?—Yes; both railways and roads.

Do you think the people themselves are better off now than they were then?—Yes.

And get a better market?—Yes; and better prices.

Does that apply to cultivators?—Yes.

It would not apply to labourers?—Yes; they get better wages. Formerly they got wages in kind; they get more now, though they get the same amount of grain.

I suppose the prosperity of labourers depends on the prosperity of cultivation?—Yes.

(*President*).—The labourer eats the grain he gets. If he gets the same amount of grain, he is no better off because it is dearer. Does he sell any part of that grain?—Yes; he sells a portion; then he marries and drinks wine; their liquor shops do as much business as ever, which shows that the men have something to buy luxuries with.

Does Bijnor export?—Bijnor imports grain from the Punjab, and exports sugar.

RAJA RAMPRATAP SINHA, of Manda, Allahabad district, called in and examined.

Raja Rampratap Sinha.

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I put in a written statement of evidence.

As to the extent and severity of the distress.

The North-Western Provinces cover an area of 1,075,000 square miles, with a population of more than 47 millions, out of which 75,500 square miles with a population of 34,500,000 were famine-stricken. In the remainder there was scarcity or the pressure which famine prices cause. My experience of the past famine was, however, confined to a more limited area, namely, the Allahabad district. By mixing freely with the distressed people of the trans-Jumna tract of this district, officially recognised as the most affected, I could form an idea of the development of the adverse influences at work during the different stages of the distress and the measures taken to counteract them. The Allahabad district contains a population of 1,548,737, of whom more than half are agriculturists and their existence depends on the character of the harvests. The district depends for its harvests entirely on the monsoon and winter rains. Owing to the failure of rains, preceded as it was by a succession of unfavourable seasons and bad harvests, the famine became general throughout the district, though the tracts most affected were the trans-Jumna and Daoba tahsils. The distress was due to the premature cessation of monsoon rains of 1896 and the sudden termination of the monsoon a month before the usual time. The *rabi* crop, on which the people chiefly depended till the ensuing monsoon, was a failure, and the scarcity already existing was intensified. In consequence of drought and insufficient harvests, the price of food-grains, which had been ruling very high for a long time, had by October risen to rates obtaining during the periods of intense famine. The subjoined table compares the prices in 1895-96 and 1896-97:—

Grains.	Rates per rupee.	
	1895-96.	1896-97.
	Srs. ch.	Srs. ch.
Wheat	11 7	8 2
Barley	14 13	9 9
Rice, fine	7 4	5 7
„ common	11 15	7 12
Juar	15 15	9 6
Bajra	15 15	7 12
Makra	12 8	11 0
Gram	15 12	8 14
Maize	17 12	10 2
Arhar dal	12 6	7 3

In spite of the previous adverse seasons, the prospects of the affected area were generally favourable at the end of August, and with favourable rain in September a good outturn might have been expected. But there came the hot west winds, and September was, for all practical purposes, a rainless month. The scanty moisture of the soil soon dried up, and in many places seeds sown failed to germinate and the general growing crops withered. The general population of the affected area pull on somehow under normal circumstances, but have hardly resources enough to resist the pressure of hard times.

In the late distress the landowning and the cultivating classes held out as long as their resources lasted, but at last many had to give in and come on the relief works.

The proportion of those who have reserves of money or food in the affected area is very insignificant when compared with its total population.

The famine of 1897 stands without a parallel in the famine records of India, both as regards its magnitude and intensity. Previous famines—and there were many—affected particular portions of the provinces, but this is the first one of its kind which has affected the whole country. I believe at first the extent of crop failure, the severity of the distress, and the utter helplessness of the people to meet the pressure were rather under-estimated, for the petty officials of the Revenue Department, who are primarily responsible for furnishing such information, feared to create an alarm before the distress was formally recognised. Our Lieutenant-Governor, however, personally visited the districts likely to be affected and had formed an accurate notion of the magnitude of the difficulties to be dealt with. His preparation was well in advance of the pressure, and his programme and organisation of the relief system, planned and matured beforehand, were put into immediate activity as soon as necessity arose. This timely preparation, while it lessened the cost to the State, proved extremely advantageous to the distressed population.

As to the sufficiency and economy of the relief measures.

The last famine was of an exceptional character, both in severity and magnitude, and had the opinion of the Famine Commission of 1879 "that the number of persons on relief in the worst months of famine ought not to exceed 15 per cent. of the population of the affected tract," been strictly adhered to in dispensing relief to the distressed persons of these provinces, where, during the greatest pressure, one-third, one-half, and sometimes even a greater proportion, of the population of the affected area came for Government help, tremendous loss of lives from starvation would have been the result. The principle which guided the administration of relief in these provinces was declared by the Lieutenant-Governor in the following words:—

"The only limitation to the relief to be given will be the necessities of the people."

As far as these provinces are concerned, I think that no relief was given to any one who did not stand in actual need of it. Persons of good family and position, though destitute, seldom resorted to relief works and never entered a poor-house. People of this country are very sensitive, and the pressure of the distress alone compelled them to seek relief which in ordinary times they would think humiliating to accept. The relief arrangements in these provinces were quite effective, and as the head of the Government personally examined the matters of detail, any defect or shortcoming in the system was quickly detected and remedied.

In the twelve months during which general famine and scarcity prevailed, along with the diseases which follow in

their train, it is a matter of satisfaction to observe that the death-rate only rose above the mean rate by 3·26 in every thousand of the population. This result unmistakeably proves the success of the measures taken to secure the object that no section of the community should be without the means of subsistence. It would be foolish to say that some part of the abnormal mortality in these times of distress was not due to insufficiency of food, and that no one perished during this year of trial for want of food; but it is reasonable to suppose that this mortality would have been lessened, if not averted, if the victims sought in time the relief which was accessible to all.

The number of persons receiving relief increased as the distress grew more and more acute, and fell as soon as the monsoon rains of 1897 commenced. To my knowledge there was never, in these provinces, a rise or fall in the number of persons on relief owing to some arbitrary change in the scheme of relief measures. It was a cardinal point in the famine administration of these provinces that labour was to be exacted from all seeking relief, except such as were unfit for work by old age or infirmity: from the able-bodied a full task, from the weakly and the boys above 7 years a smaller task, according to their various capacities, was required.

Industry was always encouraged, and all persons did a reasonable amount of work suited to their health and capacity. The wage allowed on works was barely sufficient to maintain life; but considering that every one of the family got something, I believe relief workers could manage to have one meal a day. The Indians are a home-loving people, and unless pressed by dire necessity, they seldom leave their homes. That workers used to reside on the works is a fair test of their distress. I believe no one resorted to relief works as long as he had some resources to subsist upon. The relief works had no attractions, as is evident from the fact that on the very first occasion the generality of the relief workers returned, with cheerfulness, to their usual avocations. The cost of famine relief in these provinces, all charges included, amounts to two crores and 17 lakhs, and the number of persons who received support for one day during 1896 and 1897 was 304 millions. Each person represents a daily charge of 13 pies only. Can economy in relief administration go any further?

As to the extent to which the prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

The scheme of relief measures prescribed by the Famine Code does not provide for the clothing of the necessitous on the relief works and in the poor-houses, nor is any provision made therein for the maintenance of the orphans during and after the distress. It makes no provision for the rehabilitation of the agriculturists who have lost their all in the struggle for life.

The principle measures by which State relief was conveyed in my district (Allahabad) were—

(I) employment on large and small relief works;

(II) employment at their homes for the respectable poor who are incapable of labour on relief works or debarred from national customs from appearing in public;

(III) gratuitous distribution of relief in poor-houses, State kitchens, and hospitals to the poor and infirm unable to labour, until they have become fit to labour or to be sent back to their homes;

(IV) gratuitous distribution of relief at their homes to persons who are unfit for work and are reduced by distress;

(V) casual relief to stragglers who might have otherwise perished in the way. They were given a meal and sent to the nearest relief camp by the police. This relief is not strictly a Code measure.

In the relief organization adopted in these provinces the principles of the Famine Code were followed in the main, but actual practice and necessity suggested many additions to and modifications of the Code rules. From the time famine declared itself till the works were finally closed "large works" formed the backbone of the system of relief adopted in these provinces. Small works, though always utilized to meet the pressing demand of relief, were found more useful in the advanced season of the year when the water-supply runs short and the collection of crowds of workers in one place is attended with danger of epidemic disease. This was an important departure from the principle of the Famine Code, which lays down that, "while in the late stage of a famine, large works will be the backbone of the system of relief, 'small works' should be utilized in the early days of scarcity." Motives of economy and effective supervision by European officers justify this departure. Another departure from the Code, dictated by necessity, was the substitution of cooked food for cash doles to the children of relief workers when it was found that the parents appropriated the cash for their own use and neglected their children. The distribution of cooked food and the relief afforded in poor-houses were very much appreciated by the general public, and intelligent natives, not themselves in need of relief, approved with feelings of deep gratitude the tact and delicacy with which the Government afforded gratuitous outdoor relief to the respectable poor and the *parda nashin* women who would have rather died than appeared in public for seeking relief.

As to relief works.

Almost all the roads constructed or raised in my *pargana* are incomplete, and much damage has been done to them by the rains. In order that famine roads be of permanent service, they must be bridged.

Construction or excavation of village tanks is a good project for affording relief to unskilled labourers. If properly done, these tanks will permanently benefit the villages in which they are constructed.

The co-operation of local landholders should be secured to a large extent in carrying out village relief calculated to improve the agricultural condition and water-supply of their villages. Under their guidance persons of better class, who are deterred by pride from seeking relief on distant and more public relief works, and who only need a little help to eke out an otherwise insufficient livelihood, would be induced to take employment on tank works nearer home. The rush of the general population of the village to such works will thus be greatly minimized. Construction of masonry wells, where canal irrigation is impracticable, will be a proper measure for providing employment to relief workers in future famines. These wells will be permanently useful for irrigation purposes and indirectly increase the land revenue by promoting cultivation. Opening of railways is a more important and useful project, equally advantageous to the State and the people of the country.

As to large and small works and the distance test.

To enable the distressed inhabitants of a village to return every night to their homes, the relief works should not be started at a greater distance than four miles: when accommodation is provided on relief works, the distance may be extended to ten or twelve miles.

There can be no objection to conveying relief labourers to long distances, over 100 miles, by rail or steamers where they can be employed more usefully on public works, provided their health, long impaired by privations, does not suffer. In the late famine the residence of relief labourers on or in the neighbourhood of large relief works was the rule. I would make the residence on works obligatory as measures are taken in relief centres to provide better sanitation and medical aid. Relief works, where bare subsistence wage was given, had no attractions, and men through dire necessity resorted to them. A high task and a low subsistence wage, combined with the distance test, are sure tests of distress.

Better class of men would rather suffer extreme privation than go and reside on distant public works for relief.

The cold and discomfort attendant on residence on the works would have greatly affected the health of relief workers had not measures been taken in these provinces for providing shelter and warm clothing to the most necessitous.

As to gratuitous relief.

The persons receiving gratuitous relief comprised not the agricultural classes, but the helpless members of families who depend on their natural protectors for subsistence. Domestic charity is very extensive in India, and those who have means should support their distant connections, nay caste brothers. As the distress intensified and resources of private and domestic charity weakened, it was found necessary to provide gratuitous relief to the members of these classes who were unfit for work.

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Ordinary mendicants excepted, the people of this country consider it a disgrace to accept gratuitous relief from outside. As distress advanced and the resources of the people became exhausted, they were unable to support their poor dependants. The bulk of the persons receiving this kind of relief consisted of the infirm men, widows, and children of the labouring classes and the respectable poor whom family pride and social customs debarred from appearing in public. It was not an easy task to induce the latter classes, whose occupation had failed in hard times, and whose means were insufficient to afford a subsistence owing to high prices prevailing, to accept such relief. Only the labouring classes would go on relief works, and persons of better class would suffer extreme privation rather than resort to such works, and hence from the small number of persons attending relief works in a district, it cannot be inferred that the necessity for gratuitous relief is less. If the able-bodied relative of an incapable person refuses to go on relief works and support his dependant, gratuitous relief should be given to the latter; otherwise it would be punishing him for another's fault. In the early stage of famine people were debarred from seeking and accepting the relief from motives which disappeared as the distress became more acute. Instances are not wanting of money-doles being refused or actually returned by villagers because the recipients were threatened with expulsion from the brotherhood.

The circle and inspection organization of my district was sufficiently strong and vigilant to restrict gratuitous relief to those only who stood in pressing need of it. The rules which guided officers in determining proper recipients for gratuitous home relief may be summarized as follows:—

(1) lists were drawn up by circle officers with the assistance of village accountants and headmen, the proprietor or his agent, and the respectable inhabitants of the locality;

(2) the whole population of each village, in distressed tracts, was mustered, except women whom social customs did not allow to appear in public. Proper objects of charity were sifted out and, after proper investigation, placed on the free list either as permanent or temporary recipients of relief;

(3) through a *panchayat* of the respectable inhabitants of the village the claims of the *parda nashin* women were duly enquired into, and proper allowances fixed;

(4) these lists prepared, were tested and corrected by the superior staff visiting each village and were ultimately brought under the examination of a covenanted or commissioned European officer;

(5) recipients were furnished with tickets corresponding with the lists and showing the amount of relief given;

(6) these lists were reviewed every week or 10 days, on which occasion recipients were mustered, excepting women, who could not appear in public: the names of those no longer entitled to relief were removed: and the names of new persons found eligible were brought on the lists. An elaborate organization is required for the successful administration of this form of relief.

Private charity is far-reaching in India; but when the resources of the people failed during the distress, it contracted and afterwards entirely ceased.

The respectable poor and the poor dependants of the labouring classes to whom gratuitous relief was given could never have been drafted to works. Cooked food would never have been acceptable to those, children excepted, who received this form of relief owing to caste prejudices. They would prefer death from starvation to the losing of caste.

Gratuitous relief was given in cash doles in the homes of the people. I prefer this system to grain doles, as any fraud practised on the recipients could be easily checked and detected. When the organization for this relief was not fully settled to work, cases of extortion by *patwaris* were occasionally heard, and instances were not wanting of persons paying money or surrendering part of their doles for being placed on the free lists. But all these irregularities disappeared later on.

In my district gratuitous relief was dispensed in the affected rural tracts under official supervision without the aid of the police, and non-official agency existed only in name. In towns, however, members of the Municipal Committee discharged this duty with great tact and judgment in their respective wards, with the aid of the respectable men of the locality.

As to poor-houses.

The number in poor-houses rose with the pressure of distress when the decline of private charity drove wanderers, beggars, waifs, and strays of bazars to fall back upon this form of relief. The inmates were generally starving vagrants and homeless cripples. Poor-house life was always repugnant to the people in general, and no amount of pressure would cause persons of better class or even labourers to go to a poor-house. The mortality in poor-houses was exceptionally high throughout the period, as they were the receptacles of broken down vagrants and of persons in the various stages of emaciation and wasting disease. In fact, poor-houses were in the nature of infirmaries, and in spite of all sanitary and medical precautions the death-rate there was high.

The intensity of the distress was manifest from the physical condition of the inmates of poor-houses. It was customary to sort out periodically the inmates of poor-houses, to draft to relief works those who were capable of labour, and to send to their homes those helpless ones who had any fixed residence and bring their names on village free lists.

Persons being restored to health frequently absconded from the poor-house, though the inmates had to submit to the test of residence there.

As to relief kitchens.

Kitchens were established at suitable centres, and cooked food distributed to children who assembled to receive it, as it was found that parents appropriated the cash doles for their own use and neglected their children. Elderly members of the Hindu caste would not accept this kind of relief, except when reduced to the last state of exhaustion and emaciation.

Kitchens cannot be regarded as a means of affording relief to people in general.

As to loans to cultivators and landlords.

Much help was given by the Government to landlords and tenants by the grant of money advances under the Agricultural Loan and Land Improvement Acts and by suspensions and remissions of land revenue. The sums advanced for cattle and seed have greatly benefited the agricultural classes, who would have otherwise sunk to the position of day labourers. I believe more money could have been advantageously spent under this head.

Instead of giving advances to cultivators requiring money for food, I think they should be induced to accept work. This method would save the State from a very large outlay and the cultivators from an increase of their indebtedness.

As to the suspensions and remissions of land revenue.

The total suspensions on the autumn and spring land revenue instalments in the united provinces amount to nearly 1½ crores of rupees, of which 60 lakhs, or about 42 per cent., it is understood, will be remitted. The cultivating tenant has received the full benefit of this relief, as by the law of the North-Western Provinces the suspension or remission of land revenue to the landholder carries with it a suspension or remission of double the amount of rent to the cultivator. As the settlement assessment varies in different districts, this provision of the law will press heavily on those landlords whose gross rental of a *mahal* does not amount to double the Government demand. This relief does not, in my opinion, materially improve the condition of the landlord who assisted his tenants, by all possible means, during the famine and paid the unsuspended portion of the land revenue without being able to realize the corresponding portion of the rent from them. Should seasons be good, the landlord will still encounter difficulties in collecting rents from his tenants, but he will pay the last farthing of the land revenue due to the Government for fear of his estate being attached and sold. The suspended land revenue will be recovered by three instalments, commencing from next spring and extending over two years. I do not think that suspended rent carries interest. I cannot say whether the Government has power to direct suspension of rent on estates held free of land revenue. I do not think any such power is necessary. In exceptional cases, however, when the landlord is found to be totally negligent of his tenants' interests, exceptional measures might be adopted. When a self-culti-

vating owner holds an estate in temporarily-settled tracts, the crop of which is below a 4-anna one, the general rule of practice should be immediate remission of revenue.

As to the use made of forests.

In those places where distress prevailed, the people had all along utilized various wild products used for food. Later on the Government forests were thrown open for the free grazing of cattle and gratuitous collection of edible roots, grass, seeds, etc. These measures not only benefited the poor, but the unemployed members of the family accustomed to better diet. *Jharbair, tend,* and various kind of herbs, roots, and grain seeds are collected by the people from the forests for food.

As to orphans.

If the parents or friends of the orphans are discovered, they should be made over to them at the end of a famine. Respectable people of the same caste or religion should be induced to adopt those children who have no friends, or they should be put in orphanages controlled by native committees with some grant-in-aid from the Government. The provincial branch of the Indian Charitable Relief Fund has kindly undertaken to endow district orphanages for the maintenance and education of the children, and the Local Government intends to control and supervise these institutions, in the interests of the children, until they are able to earn their own livelihood.

As to private charitable relief as auxiliary to State relief.

While accepting the full responsibility of saving human life by all practicable means wherever distress prevailed, the Government clearly defined the objects which the private Charitable Relief Fund was intended to accomplish. In my opinion the first three objects of the fund should more reasonably come within the scope of the Government relief operations.

The Government cannot, consistently with its responsibility for the saving of life during the currency of a famine, leave the support of orphans to private charity. The statement of the second object should run thus: in providing for the maintenance and education of the orphans remaining in district orphanages, under Government supervision, after the end of the famine. During famine the second object of the fund should be more properly restricted to the giving of clothing and other extra comforts to these children. The opening of cheap grain shops for the relief of respectable persons with fixed small incomes, too proud to accept charity, would be highly beneficial. No such shops were started in my district. The action of the Indian Famine Charitable Fund, as supplementary to Government relief, tended greatly to alleviate the lesser hardships caused by the famine.

The relief in clothing and blankets to the poor who had nothing to cover themselves was most popular and evoked the greatest gratitude. The relief afforded under object III to *parda nashin* women whom social customs debarred from appearing in public, and who would have suffered any amount of privation in silence rather than applied for Government help, did the greatest amount of good at probably the smallest cost to the State. The gifts made under object IV of this fund for the purpose of "restoring to their original position those who had lost their all in the struggle and giving them a fresh start in life" have been very efficacious and productive of grand results. I think the fund spent in helping needy agriculturists, though large, was yet insufficient to meet the exigencies of the time. Many tenants who would have sunk to the position of day labourers have been enabled by this relief to retain their holdings. Without such help immense areas would have remained unsown and great economic loss would have resulted to the country.

As to emigrants and wanderers.

Able-bodied men of the vagrant class were drafted to relief works, but those diseased and unfit for labour were relieved in poor-houses. The death-rate of the affected area was no doubt affected by deaths among wanderers on relief works and in poor-houses as they came for relief, so reduced by long privations that they were unable to digest or assimilate food and an ordinary meal produced the dangerous and fatal bowel disorders. Though relief works were organized on the principles adopted in British territory, large number of emigrants from Native States, tempted by better arrangements and regular mode of payment, swelled at one time the number on relief works in distressed districts. Nearly 15,000 emigrants from Rewah were found on the works in South Allahabad, and over 8,000 from Gwalior in the Jalaun district. Communications were opened with the Political Officers of the States concerned, and they organized measures to recall the emigrants, and shortly after all foreign labourers and their families returned to their own territories, where arrangements were made for their relief. Wanderers from other districts were helped by the Indian Charitable Relief Fund to reach their homes or works in their own districts.

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As to mortality during the famine period.

Death-rate is the best test of the sufficiency or insufficiency of relief organizations. In these provinces the mortality, though abnormally high during the famine period, was due not to any laxity of sanitary arrangements or medical relief, but to the intensity of the distress and to the condition of the people who would not seek Government help till in the last stage of privation. The mortality among relief workers and their dependants was moderate, whereas in poor-houses the deaths were more numerous, as they were in the nature of infirmaries, containing persons in various stages of emaciation and chronic disease, some of whom were picked up in a dying state from the wayside by the police or some kind neighbour.

Almost all the relief centres in my district (Allahabad) were comparatively free from illness of an epidemic nature, and the low death-rate must be attributed to the measures taken to secure sanitation and wholesome food, and to check epidemic disease at its first appearance. Dysentery and diarrhœa increased, to a large extent, the mortality in poor-houses, but to these diseases might be more properly ascribed the state of exhaustion and privation of the persons who sought relief rather to unwholesome or insufficient food. I believe the diet supplied to relief workers, to the poor-house inmates, and to those fed at the kitchens was sufficient to keep their body and soul together, but insufficient to keep them in health. The scale of prison diet should be adopted. The number of deaths from actual starvation in these provinces has been officially ascertained to amount in all to 25. The victims were generally wanderers and perished within reach of relief. Relief measures, however far-reaching, could not be expected to save the life of unknown wanderers who perished before reaching relief centres.

Relief measures in the affected tracts of these provinces were eminently successful in accomplishing the object—that no section of the community should be without the means of subsistence—for which they were started.

As to the pressure of population.

The population of India has undoubtedly increased since the taking of the census of 1871, but there is nothing in the nature of things to lead me to the belief that the resources of the country are insufficient to meet the growing demand. The export trade of a country is the best test of its resources, and the Indian export trade in food-grains from April 1891 to June 1892 amounted to four crores of rupees. India hardly imports food-grains, except under the pressure of bad seasons and failure of harvests. I am forced to ascribe the cause of the depletion of food-stocks and the inability of the country to feed its population more to its brisk export trade in food-grain than to the mere growth of its population.

As to the ordinary food of the people.

The well-to-do labourers and artisans have two meals a day, but the generality of the people, the landowning class excepted, in the rural tracts liable to famine, owing to scanty resources, subsist on one meal only.

Of the autumn crops, the food-grains ordinarily used by villagers are coarse rice, maize, *juar, bajra, sanwan, kakun makra,* and *kodon.* In the summer the grains used for food are *arhar,* barley, peas, gram, and *masur.* The cheapest grain in the market is generally purchased. Unless pressed by necessity, the village people would not use unknown imported grains.

In poor-houses and in kitchens, as far I know, two meals were given in the former and only one in the latter. *Khichri,* rice and *urd dal* mixed together, formed the morning meal, and the evening one consisted of *chapati* and *dal* or vegetables. The diet given at famine relief poor-houses and kitchens was, to my knowledge, below the authorized scale of prison diet.

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As to food-stock and prices.

Prices, during the early stage of the famine, were in fact artificial and highly sensitive to passing influences. Holders of grain in central markets held on for still higher profits. In the advanced stage of the distress the resources of the country failed to meet the increasing demand. It is possible that the influences of currency and trade might have caused some stringency. There has been a permanent rise in the price of even coarser grain within the last 20 years, but the rise is greater in the price of fine rice and wheat. Dealers were very active in grain trade as long as they could import from the neighbouring non-affected districts; but as the distress grew more acute, the importation ceased. Big grain merchants who carried import trade with foreign countries made large fortunes. Villagers had to pay much higher prices for food-grains than townspeople, for in towns markets were, to some extent, controlled by the district staff. Persons on relief works could buy grains at rates fixed by relief officers.

Landowners who had surplus private stocks of food-grains generally, spent them in helping their needy tenants.

I believe the practice of storing food-grains in pits or other receptacles has greatly diminished among the classes most addicted to it. The reason might be that either the stocks are sufficient only to meet the demands of themselves, their family, and dependants, or that the love of gain and the improved methods of communication with great markets prompt them to dispose of their surplus grains.

The mass of the people relieved belonged to the labouring and artisan classes, and the cultivating classes furnished only a small contingent of relief workers, from their poorest members, in the advanced stage of the famine.

The inability of the distressed people to buy grain at the high prices was due to the exhaustion of their scanty resources, and to the want of employment in field labour in consequence of drought.

The wages of any class of labourers, artisans, or servants did not go high, because the employer and the *employé* suffered almost equally from the pressure of the distress. The cultivating classes displayed more power of resistance than the labouring population. The relief in poor-houses was repugnant to the people in general. Persons never resorted to relief works as long as they had means of subsistence. The people eked out their slender means of subsistence by the sale of everything they possessed, and even the fall in the value of silver jewellery did not deter them from selling such articles. Brass pots were sold for a small quantity of food-grains.

Addenda and corrigenda to questions issued by the Famine Commission.

The respectable poor would suffer any amount of privation rather than go to distant and more public works for relief.

In the early stage of famine, when relief works are not opened, it would be good policy to at once arrange for special employment of labour by the Public Works Department on ordinary terms.

After a famine is over it would be advisable to make provision for special employment of labour, in order to assist the poor, who have been left without resources, till the expansion of agricultural labour and the maturity of the early crops brought relaxation.

The prices of food-grains rose to almost double the normal rates in November 1896 and remained uniformly high for the next twelve months. This indicates not merely the failure of crops, but the shortness of the stocks existing in these provinces.

The Government of these provinces, besides reducing railway freight on food-stuffs and making money advances, in one or two instances, to dealers whose resources had been over-taxed to meet the local demand, pursued the policy of thorough non-interference with the free play of private trade.

It is believed that the grain merchants kept up the high level to which the prices had attained, in anticipation of still worse scarcity and higher profits.

The importation of food-grains by the Government, for use at its poor-houses, kitchens, and relief works, during the famine, would have, in my opinion, economized the cost of relief and secured a better stuff of food for the persons relieved, besides keeping the current rates in the bazars or open markets to their usual level.

The masses commonly attributed famine prices to the concerted machinations of grain merchants. During a period of distress the Government should regulate prices with due regard to the cost and reasonable profit of the dealers.

(The witness gave his evidence in the vernacular.)

Manda is on the other side of the Jumna. Prices of food-grain have fallen since September 1897.

Relief works were started in October 1896. The works were closed during the rains. Road-work was kept open till the setting in of the monsoons. After which it closed, as hopes were entertained of a good harvest. Cultivators engaged themselves in breaking up land for cultivation. After re-opening of relief works the number of labourers gradually increased. Fifteen thousand people came to the works from Rewah State. In October and November the price of food-grain was very high. Many people were seen wandering about. There was one poor-house at Meja, and there were seven or eight *khichri khanas* for children. Lower classes came to the poor-house. Higher classes did not care to go to the poor-house. There were very few deaths from starvation. Emaciated persons who came to the poor-house died from disease. The wages paid on relief works were just enough to keep body and soul together, but were not sufficient to keep up a healthy appearance. Children were paid one or two pice per day. This was not adequate, because they are accustomed to eat twice or thrice a day. Those labourers who came from short distances went to their homes in the evening and others from a distance of 10 or 12 miles lived in huts at the relief works. These villages were for the most part deserted. Only the well-to-do remained in their villages. First of all major works were opened, but in consequence of epidemic breaking out minor works were started in different villages. Only the needy resorted to the minor works. The well-to-do kept themselves aloof. Minor works were not opened in each village, but in every second or third. The opening of minor works swelled the number of labourers. Labourers do not care to maintain their children. It is therefore necessary that *khichri* should be distributed instead of cash. Tank-works are very beneficial. If these are kept in proper repair at a small annual cost, they will serve for irrigating fields. Gratuitous relief afforded in villages was exceedingly good. It was a great boon to *purda nashins*. Gratuitous relief should be given in cash. Women were paid at the rate of Rs. 2 or R2-8-0 per month. This was just enough for their maintenance.

Distribution of *taqavi* was inadequate. Those who were in need of R10 got R5. Distribution of Charitable Funds helped a good deal. Both *rabi* and *kharif* areas have contracted to a certain extent. Had the tenants received no help from Government, more than half of the area would have gone fallow. Extremely poor persons eat mahua, but this cannot be put down as their staple food. Poorer classes live upon one meal a day, but generally the meals are taken twice a day. People first parted with their ornaments and utensils, and when they had nothing more left, they took to labour. The price of food-grain in the village was fluctuating, and was high. At the relief works and at the poor-houses it is necessary that arrangements should be made by Government for supply of food-grain. Railway authorities reduced freight on grain. There was no interference of any kind in the matter of free trade. Big traders in grain made large profits. Small merchants may have sustained some loss. Prices of food-grain were high from the beginning, but, when the poor-houses were opened, they were still higher. Emaciated persons died of over-eating. About 15,000 persons came from Rewah State. Medicines were not wanting at the poor-houses. There were medical attendants who administered proper medicine and gave due care. Export of food-grain should not be stopped, but a quantity sufficient to meet the village requirements for a year should be kept in store and the surplus exported. Rice was imported from Burma.

CHAUDHRI NASRAT ALI, KHAN BAHADUR, Member Lucknow Famine Committee, called in and examined.

Chaudhri Nasrat Ali, Khan Bahadur.

26th Mar. 1898.

I put in written answers to the Commission's questions.

* 1. The entire Hardoi district, with an area of 2,325 square miles and a population of 1,113,000 souls, was affected by the distress.

2. The distress was due to the local failure of the rains and to the agricultural depression of several years, and consequently the abnormally high prices were inevitable.

3. (*a*) The early rainfall being very scanty, the *kharif* was only a 2-anna crop and the *rabi* a 6-anna crop, while *dhan* was a complete failure.

(*b*) The prices of food-grains were higher than those experienced in past famines.

4. Up to the time of the failure of the rains, the condition of the affected area had been unsatisfactory, the produce of the crops much below the average, and the preceding seasons somewhat reverse.

5. The population of the affected area was ordinarily in the enjoyment of a fair measure of material well-being. The labourers and the agriculturists were, indeed, in an unsatisfactory state owing to the constant failure of the crops. The number of the above classes was not, however, relatively large.

6. The agriculture of the affected area is specially dependent on timely and sufficient rain. The peculiarities of soil have also some effect upon it; and the district is wanting in sufficient sources of irrigation.

8. The past famines resulting from the failure of only one crop and limited only to some particular tract were not so severe and extensive as the recent one, which affected the whole country.

9. The estimate of the Government as regards the extent and severity of the distress was correct, inasmuch as the proposed reliefs proved sufficient when brought into force.

10. The standard of the Famine Commission does not tally with my experience. It is liable to be exceeded from 15 to 25 per cent. of the population of the affected area.

12. In our district the relief administered was not more than what was necessary to prevent loss of life or severe suffering, and only such persons were relieved as were really in need.

13. There were no cases in which a larger proportion of the population might have been relieved consistently with the object of saving life, and the relief arrangements were perfect, sufficient, and well adapted.

14. The relief arrangements of our district were not defective, insufficient, and ill-adapted.

15. Owing to relief being given sufficiently, the object as to the saving of life was fulfilled, and the arrangements made for the prevention of abnormal mortality were quite satisfactory.

16. Slight changes were sometimes made in the scheme of relief. They resulted in the exclusion from relief of persons who did not really require relief, and in the admission of those really in need of it. The numbers on reliefs exceeded *pari passu* with the severity of the distress.

18. So far as my experience goes, the principle of the Famine Commission embodied in paragraph 111 has been observed to the fullest practicable extent in the late famine.

19. In the recent famine all the persons who could do a reasonable amount of work were required to work as a condition of receiving relief.

20. In our district such women and children on relief works as were healthy and capable of labour were subjected to the labour test according to their respective bodily strength.

21. I cannot give an exact number of persons relieved otherwise than through the operation of a labour test. However, they have been comparatively small, owing to their being supported by private donations also.

22. The conditions of the task and the wage did, indeed, constitute a stringent test of necessity. Every person was required to do the work according to his working capacity and was not paid more than a bare subsistence wage. The relief works were, in fact, open to the several members of a family, each of which obtained a separate wage.

23. At the time of maximum pressure it was, indeed, found necessary to open numerous relief works. Although residence upon a relief work was disliked by the people, yet it constituted an effective and a fair test of necessity.

26. It is my personal experience that in the present famine the people resorted to relief works in larger numbers than in previous famines. The only reason that can be assigned to it is that the calamities of the recent famine were more acute than those of the past. Besides, good arrangements and selection of suitable places for relief works had also enlarged their number.

27. Every kind of "gratuitous relief" was given.

28. The remarks of the Famine Commission as regards the grant of relief in the homes of the people are, indeed, true, but in our district, owing to the strict supervision of those entrusted with the work, the gratuitous home relief was confined to those persons only who were in real want. In the case of any undeserving person being detected to take such relief, necessary steps were at once taken in the matter.

29. Gratuitous home relief was not given at an earlier date, though more largely, in this than in any former scarcity. It was given at such a proper stage of the distress as was found necessary to save lives and to keep villages and households together. It has not in any way demoralized the people.

31. Every kind of indirect relief in the form of *taqavi* or suspensions and remissions of land revenue has been given. In former famines no other indirect relief except that of a suspension of land revenue was granted, and that also to a limited extent.

32. The net result of the famine is as follows:—Several of the inhabitants left their ancestral abodes and retired to those localities where the distress was comparatively less acute. The landowning class ran into debt on account of the heavy charges of the famine. The agriculturists had to resort to labour owing to their crops being poor. The traders and the artizans were also injured. The grain dealers had with them the provisions of corn by which they made large sums of money. The above classes have not, however, been permanently injured, and it is expected that they will gradually recover their former position in case of the crops being continually well for some years, and the *taqavi* and the suspended land revenues being taken in instalments. The Government helped the *zamindars* very much by suspension and remission of land revenues.

34. The existing arrangements in our district for ascertaining and reporting failure of rainfall and crops are sufficient.

36. The crop returns as regards (1) the area and kinds of crops actually sown and (2) the extent to which sowings have failed become generally correct and can be relied on; while the said returns respecting (3), the condition of the corps, become only imaginary.

39. The different measures of State relief used during the late famine were as follows:—

(1) Poor-houses.
(2) Relief works.
(3) Suspension and remission of land revenues.
(4) *Taqavi* advances.
(5) Gratuitous relief to *parda nashin* ladies and incapable men of noble families.
(6) Kitchens.

The measures of private relief in operation were as under:—

(1) Doles of grain.
(2) Distribution of cooked food.
(3) Clothing.
(4) Cash.
(5) Some kind of construction.

40. While distributing *taqavi* and administrating private relief to my tenants in the capacity of a *zamindar*, and while acting as a member of the Lucknow City Relief Committee and as a Joint Secretary to the Provincial Relief Committee, Oudh, I had had the opportunity of gaining a practical experience of the working of the State and private relief measures.

45. The measures adopted by the Government in connection with the recent famine for the saving of human

* The numbers refer to the questions drawn up by the Commission.

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life and relief of distress were all necessary and are liable to be enforced in the case of future famines or scarcities; and it would have proved very advantageous if the Government could have purchased grain and sold it at a lower price than the market rate.

46. The particular measure which I would recommend for any tract liable to famine is the sinking of numerous *pakka* wells.

48. Nearly all the measures, and specially the support of the *parda nashin* ladies in their homes and the *taqavi* advances, were approved of by the general public.

49. Due measures should be adopted to keep sufficient grain in the country. A storehouse should be opened in every tahsil for the supply of good seed in time for the improvement of the crops.

53. All the roads constructed as relief works will be of permanent service to the community if they do not fall into disrepair; otherwise the mud washed down from them in the rainy seasons will block the flow of water and will also be deposited in fields to injure the fertility of the soil. If the roads now constructed be all regularly maintained, there will still remain room for new roads in case of future famines, but not so extensively as on the present occasion. I cannot propose the total length of such new roads in the principally affected districts. At any rate, it is possible to raise *kachcha* roads or to have them metalled in case of the occurrence of any future severity.

55. I am in favour of metal collection as a means of employment of relief labour, as it is advantageous.

57. The tanks will permanently benefit the villages in which they are constructed, excepting those in the sandy soils, where they soon disappear.

59. The number of workers on an ordinary village tank varied with the pressure of the distress. For the purposes of strict supervision over a large number of scattered tanks in a village, the charge can safely be entrusted to several experienced local chiefs and managers, who may prevent such persons from flocking upon these works as are not deserving of help.

60. The number of possible village tanks has not been excavated in the recent famine works, and consequently it will easily be possible for us to employ large numbers on such works in case of any future famine.

62. Impounding reservoirs are, indeed, a protection against famine, and they resist its force.

63. It will prove very advantageous if the projects for the construction of impounding reservoirs be deliberately investigated beforehand.

67. I do not know of any other irrigation project, except that of the excavation of a large canal. The construction of drains in the villages not provided with any outlets for water filling up hollows, and levelling down heights which prevent the irrigation being carried on by means of rivers and tanks are also such works as can usefully provide employment for relief labour in future famines.

71. In my opinion the greatest distance at which the distressed inhabitants of a village may be induced to attend relief works should be as follows:—

(1) Three miles when they return every night to their villages.

(2) Ten miles when accommodation is provided on the relief works.

72. It would, indeed, be practicable to withhold relief from all fairly able-bodied labourers who refused to attend relief works at the distances stated above.

73. I recommend conveying relief labourers other than agriculturists, with their household members, at long distances where there be open any large public work.

74. The residence on the works has not been the rule, but the exception.

75. The residence was not made a definite condition of relief, but at times it resulted from the small number of relief works open and the distance of them from the homes of a large number of workers.

76. The residence should not be made obligatory; it should indirectly be induced by concentrating the works. I have no evidence that when such a test was not enforced, the relief works attracted many persons not actually in need of relief. In my opinion a high task and a low rate of wage are not proper tests. Slight task and a bare subsistence wage are sufficient tests.

77. Indeed, the people underwent extreme [illegible]privation before they submitted to the residence on [illegible]orks on account of their being thus separated from their [illegible]family members. I have seen no instance in which the [illegible]condition of residence totally prevented persons from admis[illegible]sion into relief works, while, on the other hand, there [illegible]are many instances of the fact that after a short trial people [illegible]oined the relief works on the condition of residence and [illegible]left their family members behind them to be scattered hi[illegible]ther and thither.

79. Reduction for "distance" in the task of pers[illegible]ons liv-ing in the places several miles distant was as under:—

(1) To come one hour later, and

(2) To go one hour earlier than the fixed time.

81. The cold and discomfort attendant on residence [illegible]on the works did not affect the health of the people to the e[illegible]tent it was apprehended.

82. Indeed, it was necessary to provide blankets a[illegible]nd bed-ding for the people in consequence of the residenc[illegible]e being enforced.

94. In my opinion the relief labourers should be cl[illegible]assified as follows:—

(1) Adult male labourers.

(2) Adult female labourers.

(3) Children above 12 years of age.

(4) Children below 12 years of age.

95. The daily wage for each class in terms of the grain in general consumption by the classes from which labourers are drawn should be as under:—

	Chataks.
(1) Adult male labourers	12
(2) Adult female labourers	10
(3) Children both below and above 12 years of age.	8

96. In my opinion it is not necessary to maintain the alternative system given in the Famine Codes, under which wages are calculated according to the cost of the component parts of a day's ration.

96A. I will not propose a different task and wage for men and women within the same class.

97. Children should be paid as determined in my answer to question 95.

The classification of work should be as follows:—

(i) Children above 12 years of age should work as carriers.

(ii) Children below 12 years of age should be attached to light kinds of relief works.

98. In my opinion the minimum age of the children employed as workers should be 8 years.

99. One-fourth should be deducted from the daily wages of those labourers who fail to perform the task set them.

100. The present restrictions as to the fining below the minimum wage are necessary.

102. The labourers may be allowed to perform a task in excess of the normal, and thereby to earn something in addition to the proposed normal wage, if this does not tell upon their health and physical vigour.

103. I am in favour of paying a wage on Sundays, or one rest day in seven.

The regular attendance of one whole previous week would only entitle a labourer to a rest-day wage.

140. The opening of relief works in the neighbourhood or at a distance did not affect the supply of labour to our private works.

141. It was not the opening of relief works, but the abnormally high prices of grain, which compelled us to revise the rates of wages. The dearness of corn made it necessary that the daily wage of a labourer should not be less than a bare subsistence.

142. No relief works, whether at a distance or in the neighbourhood, interfered with our own works.

143. No complaints on the subject were ever made by us to any of the officers connected with relief works.

144. The establishment of the relief works was necessary as a means of preserving life, for without them the people who attended them could not have found sufficient employmen[illegible]

in our own works and elsewhere to earn a bare subsistence for themselves and their dependants.

145. The principle adopted by the Government in opening relief works and giving other kinds of relief proved to be practically useful and advantageous.

146. It was possible to employ local labour on private works, but the employers of labour were themselves subjected to the distress, while the number of labourers became considerably large.

The rate of grain in markets as well as in relief works was almost equal.

149. The receivers of gratuitous relief did not belong to the agricultural class.

150. All the persons who received gratuitous relief were incapable of work on a relief work and had no resources of any kind. Some of them had also got relatives who, themselves being in a distressed condition, could not help them.

151. In ordinary years such persons support themselves by pursuing some kinds of petty callings, and also receive assistance at the hands of the rich persons. The famine, by depriving them of their callings, and putting the rich persons, their helpers, in an unsatisfactory state, threw them upon the State for support.

152. Among the persons who received gratuitous relief, the number of women was greater than that of children, who, in their turn, exceeded *parda nashin* ladies.

153. A reliable estimate can be made of the number of persons requiring gratuitous relief, provided that yearly changes occurring in the state of such persons and the means of their livelihood in ordinary seasons be investigated. The number of such persons must increase with the severity of the distress.

154. If the number of persons on relief works be small, it cannot be presumed that no great amount of gratuitous relief is required, for in relief works only such persons will be taken as would fulfil the required conditions.

155. I do not approve the practice that the incapable poor should accompany their able-bodied relatives to the relief works, for the large crowding of the former is likely to result in the prevalence of a plague.

156. There is no reason why gratuitous relief should not be given to an incapable person having an able-bodied relative bound to support him who declines to go on to the relief works.

157. Gratuitous home relief cannot be said to be popular with the people, for only incapable persons seek for it at the time of utmost emergency.

158. Gratuitous relief was restricted to those incapable of work who would have, but for this help, starved to death. Great care and caution was observed in administrating this relief.

159. In fact, the successful administration of this form of relief requires a large staff of experienced supervising officers in the superior grades.

160. The acceptance of such relief for the sake of preserving life at times of emergencies does not place any social or caste stigma upon its recipient, and specially in case of such relief being given from the ruler.

161. The grant of gratuitous relief from the State produces no bad effect upon the private village charities, and does not tend to make the people cast their customary obligations for the support of the poor of the locality upon the State.

162. The receivers of gratuitous relief were too incapable to be employed on the lightest possible manual labour.

163. Such works could not have been provided by assisting the landowners of the village to undertake the construction of tanks or roads or other village works.

164. In my opinion, the giving of cooked food in central kitchens is preferable to gratuitous relief given in cash.

165. There are no caste feelings among the Muhammadans.

Such feelings being predominant among all the high classes of Hindus, it is impossible to open kitchens for each class separately, and hence the relief can only be given to them in the form of grain or money doles.

166. It is not necessary that relief should only be given by means of kitchens, but doles of grain can also answer the same purpose.

167. Gratuitous relief in the form of grain is preferable to that of money.

168. It was given in the actual homes of the people, and sometimes they were also required to repair periodically to a central place to receive it.

169. Although there occurred some instances of malversation, they were not proved to the bottom. The *patwaris* placed on the gratuitous relief lists the names of some undeserving persons who were excluded at the time of investigation.

172. The population of the poor-houses was subject to increase or decrease according as the severity of the famine was more or less acute.

173. The poor-houses consisted chiefly of such incapable inmates as could come out and were not *parda nashin*. They were chiefly drawn from labouring and agricultural classes.

174. Persons of respectable position also resorted to the poor-houses for relief when subjected to extreme privation.

175. In our district no poor-houses were opened in former famines.

176. The mortality in the poor-houses increased with the severity of the distress.

178. Judging from the physical condition of the persons entering the poor-houses, I can say that extreme severity of the distress compelled them to resort to these houses for the preservation of their lives.

193. Such kitchens at which cooked food is supplied without the condition of residence should be separated from each other by such distances as may prevent the persons from taking part in several of them.

194. Kitchens can advantageously be opened only for non-working children and other incapable dependants of relief workers.

195. Kitchens should be substituted for gratuitous relief in the houses of the people when prices of food-grains rise abnormally high, and when the distress is at its height.

196. Generally cooked food was given only to those persons furnished with a kitchen ticket or selected otherwise. There were some instances in which such food was supplied to those also who had no such tickets, but were found deserving of help.

197. Strict supervision was maintained over persons receiving share from relief kitchens. There was no waste or misapplication of food. The kitchens were generally placed in charge of the members of the Municipal Boards and Government officials.

198. It is preferable to relieve the non-working children and other "dependants" of relief workers by means of cooked food than by money doles to the parents, who cannot be expected to spend them on their children.

200. The recipients of money for land improvements spent it on the object for which it was lent.

201. The sums advanced for cattle and seed have been of much benefit to the cultivating classes. More money could thus have been advantageously spent.

202. Different periods have been fixed for the recovery of the different classes of advances, none of the periods being less than two years.

204. In my opinion the principle of subsistence advances should be observed in the case of cultivators requiring relief.

205. Indeed, it is both economical and advantageous to aid such cultivators by advances as possess some property in land and cattle.

206. Though the cultivators will run into heavy debt if they will go on with their own business instead of going to relief works, yet by doing so they will not be totally ruined but can be expected to resume shortly their former position.

208. The relief in the form of suspensions and remissions of land revenue reached the cultivating tenants, who were greatly helped by this sort of relief. It is desirable that this form of relief should be provided by law.

209. This form of relief has been of much advantage to the landowning and cultivating classes, as it prevented them from going to relief works and their lands from being transferred to others.

210 and 211. I think that the land revenues and the corresponding rents which have been suspended will be recovered, without pressing severely on the landowners, by instalments, in two or three years, should the seasons be constantly favourable.

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212. Suspended rent does not carry interest, nor ought it to do so.

213. The power of Government to direct suspension of rent on estates held free of land revenue is necessary.

215. Indeed, the landowning and cultivating classes ran into debt in the recent famine, but not to the extent as to involve their ultimate ruin. An estimate of the transferred area can be made by means of registered documents.

216. State and private forests were opened for grazing, collection of grass, leaves, edible fruits, roots, and grass seeds. This privilege led to the preservation of the lives of many.

219. The bark, roots, and fruits of trees were consumed by the people themselves, while their wood was sold for cash or grain.

220. The orphans who might have been maintained by the State during the recent famine should, in the end, be sent to orphanages, so far as their funds allow, or they should be supported otherwise. They should also be given some primary education and be made to keep up their own religion.

221. The Government should continue making payments, after famine, to private orphanages to which the orphans were made over for support by the relief officers during the famine.

222. The objects as set forth in the *Gazette of India* of 9th January 1897 are sufficient for a legitimate application of private subscriptions for relief of distress caused by famine.

223. In my opinion these objects do not trench upon the field of Government relief operations.

224. In my opinion the statement of the second object is satisfactory.

225. The second object can properly be restricted to the giving of clothing and other comforts to the orphans and to meet the cost of their education.

227. The opening of cheap grain shops would, in my opinion, be a legitimate method of giving relief to respectable persons of small fixed incomes, who, though under an extreme pressure of distress and privation, would not expect purely gratuitous relief either from Government or from the Charity Fund.

228. These cheap grain shops would, to some extent, interfere with the trade of banias only, but this slight interference is almost nothing when compared with the great benefit enjoyed by a respectable class of the country. Such shops were not started in our district.

229. I am not aware of the opening of such shops from the Indian Famine Charitable Relief Fund.

230. Relief to agriculturists should be given just before the commencement of the agricultural season even though distress might then be at its height.

231. The agriculturists deprived of cattle and seed should generally be placed under object IV.

232. Agriculturists who are in a position to get *taqavi* from the Government can properly be relieved from the Charity Fund.

233. The Charity Fund could usefully be spent in supplementing *taqavi* advances where they are not enough to meet all the necessary requirements of the agriculturists.

234. The Indian Famine Charitable Relief Fund had been useful in the following ways:—

(1) Subsistence wage was provided.
(2) Clothing was furnished.
(3) *Taqavi* was distributed.
(4) *Parda nashin* ladies were supported.

235. In our district the Charity Fund granted relief under all the four fixed objects.

237. Supply of clothing and the opening of kitchens was the most popular form of relief under object I.

239. It was right to spend the bulk of the fund in helping broken down agriculturists.

240. I think that the help rendered to agriculturists from the Charity Fund resulted in great economic advantage to the country.

242. Starving wanderers were sent to relief works, poorhouses, and kitchens according to their respective states. Their number was large, and it was due to the distress they were under. There would not have been so much wandering had the scope of the relief works been extended.

262. The increase in the population is not solely due to the natural fecundity of the people, but also to extensive sanitary and other good arrangements made by the Government in recent years for the welfare of its subjects.

263. The enduring peace in the country, the suppression of infanticide and widow burning, the extension of vaccination, and the strenuous endeavour to prevent the loss of a single life during famines have had great effect on the growth of population of India.

264. In our district the cultivated area increased with the growth of population. Improved methods of cultivation and irrigation not having been, as yet, enforced in our district, the food-producing capacity of the soil could not be increased. It rather decreased on account of the constant use of several years.

265. Increase in the price of food is not only due to the growth of population, but also to the export of grain.

266. The wages of the labouring classes increased with the rise in the price of grain.

267. Increase of population, higher prices, and export of grain diminished the stock of food in the country. Dearness of corn, failure of rainfall and of harvests are the causes of the famine, and not the low wages and increase in the number of labourers.

268. Improved methods of irrigation will increase the production of food, and as a consequence there will be material prosperity in the country and also an increase in the population.

269. In order to obviate the growth of population to press close upon the amount of food available for its support, the people of thickly populated tracts should be induced to reside in such tracts as are thinly populated, but have a large area to be cultivated.

270. The system of emigration will also prove useful for India, but in enforcing this system here, there will be many obstacles, as the people are not prepared for it.

271. It is probable that the prevention of early marriages and the spread of education will, in some future time, restrain the fecundity of the people in India.

272. Irrigation, while increasing the productiveness of the soil, produces malaria, which lessens the fecundity of the people, and hence, as a matter of course, there will be the involuntary establishment of equilibrium between the population and the food production of irrigated tracts; and thus what is desired will be the result.

273. The food-grains ordinarily used in their homes by well-to-do labourers and artizans are as follows:—

I.—In country:—

(*a*) For winter—

Rice, *juar*, *bajra*, *kodon*, *kakni*, *makai sanwan* and *tinnipasahi* (a kind of *dhan*).

(*b*) For summer—

Barley, *matar*, *chana*, *bejhar* (*chana* and barley), *gujai* (wheat and barley), *arhar*, *mash*, and *lobia*.

II.—In town:—

(*a*) For winter—

Khichri (rice and pulses), wheat, rice, *mash*, *arhar*, and *mung*.

(*b*) For summer—

The same grain as for winter and also vegetables.

274. They eat only one full meal at evening. This meal generally consists of either *dál* and bread, or vegetables and bread, or salt and bread. They drink water only and nothing else. At noon they take parched gram, and some classes, such as sinkers of wells, drink sherbet of treacle.

275. When any of the ordinary food-grains happened to be unprocurable, they either eat some kinds of fruits and vegetables or grass and the bark, leaves, and roots of trees. When none of the above things are procurable, they starve.

276. None of these occasional substitutes are either palatable or digestible, and they are only taken in case of pressing necessities. On the other hand, they are the least digestible, and people select them for their food in times of distress, as by eating them they do not feel appetite for a long time.

278. The food-grains used in kitchens, poor-houses, and at relief works were generally wheat, rice, gram, and Indian corn.

279. Two meals were given in kitchens and poor-houses. Each meal consisted of either *khichri* (rice and pulses), or *dál* and bread, or vegetables and bread.

280. I did not hear of any complaints being made as to the kind of food or plan of meals.

282. Had there been no import of grain in the country, the level of prices would have been still higher owing to the agricultural depression of several years and the consequent scantiness of food stocks. The highness of prices was due partly to the famine and partly to wide speculations and holding up for high profits.

283. The prices in the distressed districts were higher than those in the unaffected districts.

284. The grain dealers were as active in trading in grain as would be expected from the high prices, and there were no obstacles to impede their activity.

285. The townspeople and villagers had not to pay higher than the rates in grain markets when going to buy their daily supply of provisions.

286. The recipients of relief in cash were always able to purchase grain at the current rates.

287. Food-grains were exported from distressed tracts while the high prices prevailed. This was due to still higher prices elsewhere and also to want of capital for large purchases in the distressed tracts.

288. Dealers in grain as well as the persons possessed of private stocks of their own made fortunes during the high prices.

289. The grain pits of the grain dealers were, for the most part, opened and largely depleted at the close of the famine. Some of them, however, did not open their grain pits and waited for still higher prices; but they were very well paid in their own coin, for by the fall of prices they could not realize their dream.

290. Very few cultivators and landowners had surplus private stocks of food-grain. Those who had such surplus sold it off owing to prices being high.

291. The cultivators who had grain to sell to dealers did not get prices as proportionately higher than usual as those the grain dealers were selling at.

292. The retail prices were higher than those in wholesale dealings.

293. The habit of storing food-grains in pits has largely diminished among the grain dealers, landholders, and cultivators on account of the easiness of export, and also owing to the scantiness of produce each year.

294. Indeed, the railways and roads have stimulated the export of the annual surplus production to seaports and to several rich districts. On the other hand, when the crops fail, the private trade readily imports grain in the affected tracts.

296. The mass of persons relieved in the recent famine belonged chiefly to the agricultural class.

297. Owing to the want of capital, the distressed people were unable to buy grain at the high prices. Both the agricultural and non-agricultural employments fell of equally.

298. The wages of every class of employés did not go up high in consequence of the rise of prices. They rather decreased on account of the employers being thrown in an unsatisfactory state, and the number of employés getting larger than usual.

300. The recent famine, as compared with the former ones, was more horrible and extensive. It reduced many classes to total destitution and even to starvation; while very few classes could more or less resist its power.

301. This time people went gladly to poor-houses and to relief works, and no reluctance was shown as on former occasions.

302. People sold all their moveables and immoveables in order to cope with the famine. This time they did so more freely than on former occasions, owing to the pressure being higher. At first they hesitated in selling the ornaments put on by their females, but, being compelled by necessity, they parted with them also in the end.

Chaudhri Nasrat Ali, Khan Bahadur.

26th Mar. 1898.

(The witness gave his evidence in the vernacular.)

I was a member of the Lucknow Famine Committee and was also Joint Secretary of the Oudh Charitable Relief Fund Committee. I am a Resident of Hardoi District, where I hold landed property. The pinch of famine was greater at Hardoi. The state of the crops was bad from two or three previous years.

The percentage of destitute persons after the famine of 1877 was fixed at 15 only, whereas that for this famine must be put down at 25, because it was of a severe type.

In Hardoi there are many *pattidari* villages. They had their own supply of seed-grain for sowing for *kuar*, but on account of inadequate rainfall the crops failed. They borrowed seed-grain the second time. Afterwards the taccavi granted by Government helped them a good deal.

The *pattidars* did not resort to the relief works. The poorer cultivators joined the works when they had finished their all and were in a very crippled state. My opinion about the Government's undertaking to sell food-grain was arrived at by seeing that the banias who had a large store hesitated to sell it in hopes of higher rates in the future. If the Government makes this arrangement, and the sale is effected at a slightly lower rate, the *banias* cannot do so.

The number of *pucca* wells in this province is not sufficient.

My answer to question No. 59 about the necessity of employing local headmen to see to the admission of only the really needy people is based on the fact that they alone can know of the persons in their village for whom the works are intended.

The workers were allowed one hour's time in the morning for attendance, and they were let off early enough to see them in their homes in good time.

A man is full grown at 15 years of age, and is quite able to perform all sorts of work.

The scale of rations put down includes *dál* (pulse), bread and vegetable.

Eight chattaks have been proposed for all children.

Government relief was afforded after careful examination.

In the beginning relief afforded to the needy should be in the shape of grain or flour, for there is always some difficulty or other in purchasing food-grain. Kitchens should be opened only when it is ascertained that they cannot find grain to purchase. Cooked food should be given to children, for parents do not give them the full quantity.

Increase and decrease of the number of workers are no tests of the amount of scarcity, as only professional labourers join the relief works. Cultivators would sell all their property to meet the famine from the beginning. If the Government helps them, they can regain their former state. Their condition depends entirely upon the produce of their fields.

With regard to remission of rent to tenants of ordinary villages my personal opinion is that this concession should also be extended to the tenants of *moafi* (revenue-free) villages.

It is proper if *parda nashin* women be supported from subscriptions. The charitable relief proved very beneficial. The productive powers of the fields have lessened no doubt on account of repeated cultivation without manure.

Free trade and the easy means of carriage of grain were also the causes of scarcity; they also checked its progress.

The lower classes have one meal only and a small quantity of parched grain as *chabena* during the whole day and night. The ordinary wages of a labourer in villages are 2 pice less than in towns and cities, and on account of high prices of grain these wages had also risen.

MUNSHI PARAM SUKH LAL, Manager, Singramau Estate, Jaunpur district, called in and examined,

I put in written answers to the Commission's questions.

*2. The famine occurred owing to deficient rainfall and owing to the crops not being produced in the proper way.

3(*b*). The price of food-grains rose higher than in other years.

4. Since two years before the famine the rainfall was unsatisfactory, *i.e.*, the rains did not fall at the proper time,

Munshi Param Sukh Lal.

26th Mar. 1898.

* The numbers refer to the questions drawn up by the Commission.

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and owing to this the harvests were poor during the period of two years preceding the famine.

6. All crops depend upon sufficient rainfall, but rain is especially necessary for tracts under rice cultivation.

12. Many lives must have been lost owing to severe distress if the famine relief system had not been established. In my district of Jaunpur, so far as my opinion and experience go, only those persons were relieved who really needed relief to save them from death and severe suffering, and those who were not really in need of relief were not relieved.

14. In my opinion the administration of famine relief in my district was not objectionable or improper.

20. So far as my experience goes, the women and children on relief works were given work with due regard to their age and strength.

22. Work was given according to the the capacity of every person, and the wage given was not more than a subsistence wage (even in the case of several person belonging to the same family).

23. As the labourers whose homes were at a distance from the works had to reside day and night at the place of work, the result was that the work was well done. So far as my experience goes, the labourers did not dislike residing at large works.

26. Although, owing to my not being old enough, I have not sufficient experience of former famines, still I can confidently assert as my own opinion that the present famine relief administration was more efficiently conducted than that of the former famine, and owing to this the people worked with eagerness and energy.

27. In the Jaunpur district famine relief was administered by means of establishing poor-houses and kitchens; there were also many persons who were relieved by doles of money given to them in their own homes.

28. The administration of relief to poor people in their homes by distribution of doles of money was certainly well conducted. The persons thus relieved really deserved such help, and the help thus given removed the severity of their suffering.

29. I cannot give a correct answer as to how much home relief was given in the former scarcity. But I have heard that many persons were obliged, owing to the severe suffering of the former scarcity, to leave their homes and villages. They were thus left homeless, and many lives were thus lost. Such was not the case in recent scarcity (in the districts adjacent to ours), and I did not hear that any person was left homeless by being obliged to leave his home. I consider this to be due to home relief, and, so far as my experience goes, this kind of relief had no demoralizing effect.

31. The relief given by means of loans, suspension, reduction, and remission of rent was not unsatisfactory.

32. In our district of Jaunpur and in those adjacent districts whose condition we can ascertain, so far as they have been affected by the famine, the distress of the *zemindars*, cultivators, labourers, traders, etc., has yet been removed, so far as my experience goes, only to the extent of ten annas out of 16 annas (owing to the *rabi* harvest being good). Should the coming *kharif* harvest be as satisfactory as the *rabi*, the whole distress of the people will be removed.

33. During the administration of famine relief very little effort has been made in the direction of making masonry wells, and masonry wells are mostly required. So long as the provision of masonry wells is not fully made, the whole need of the people cannot be supplied, for there are many places where irrigation by means of tanks, etc., is quite impracticable.

34. The arrangement made during the recent famine to ascertain the deficiency of rainfall and produce is quite sufficient, but according to my experience the making of masonry wells at proper places would certainly be conducive to further improvement.

62. There are many places where the famine affected area cannot be benefited by tanks, unless masonry wells are provided there.

73. If relief works be started at a distance of more than 100 miles, only those who are professional labourers can attend them. Members of castes or classes which do not work as labourers by profession who are obliged, owing to severe distress caused by famine, to work as labourers to support themselves, cannot go to such long distances. As it would be necessary to relieve the distress of such persons also, I think it would not be generally beneficial to start works at such long distances.

78. When famine spreads suddenly, it appears to be impossible to supervise large works thoroughly. Generally, workers whose homes are situate at a distance of three or four miles cannot return home (daily).

82. It certainly became necessary, owing to severe suffering from cold, to provide beds and blankets.

85. The piece-work under my control was well suited to the labourers employed thereon.

86. When the tank digging work at mauza Singramau was being carried on under my supervision, I saw with my own eyes that the work of the labourers was done properly.

88. On the work which was carried on under my control, weak labourers, *i.e.*, those who could not do the full amount of work, were provided for as follows: wages slightly less (than the general rate given to workers) were given to them as a support.

89. If quick and skilled workers had been sought for the sake of the good quality of their work, then these who were not expert workers but deserved help owing to servere suffering from famine, could not be relieved. It was not therefore, in my opinion, necessary to seek the services of quick and skilled workers in such a relief administration.

91. In my opinion it was on no account proper to give the wages of a gang to its head for distribution among the members of the gang, as the head could never distribute the wages fairly among the men. Such a complaint came before me on two days, *i.e.*, the workers complained that the head workman used to deduct one pice from the wage of every worker. After hearing this complaint this arrangement was discontinued, and each worker was paid separately. On this there was no cause for complaint in future.

92. On a cursory view I do not see any means of effecting economy in the expenditure on piece-work.

93. It would not be difficult to count the workers coming from the village in which piece-work is started or those coming from neighbouring villages, but the attendance of workers from long distances and their counting will certainly be difficult.

94. When a work is to be started, after estimating the number of workers necessary for doing it, as many head workers as may be necessary with regard to the work should be appointed. A list of workers to be placed under each head worker should be prepared and given to each head worker. The list should specify the number of diggers, carriers, or other workers, and in taking work the above classification should be adhered to. The list should be verified every day, and if anyhow there be any increase or decrease in the number of workers, the list should be amended accordingly. In my opinion there is no easier method than this for separate classification of workers.

95. If the classified workers have to be paid in grain instead of money, then grain should be weighed and given separately to each worker just in the same way as pice are given to each worker.

96. The rate of wages allowed by the Famine Code is not more than sufficient for one person's food (subsistence). So, in my opinion no alteration appears to be necessary.

96A. As the wage allowed by the Famine Code is not more than sufficient for one person's food, it would be detrimental to the comfort of the workers to lower or raise the wage in accordance with work and labour.

97. I would classify work with regard to labour and locality of work. Children will be given labour and work commensurate with their capacity for labour and work with regard to their age.

98. I think a person less than seventeen or eighteen years old cannot do full work.

99. It would be a sufficient punishment for labourers who fail to perform the task set them to lower their wage slightly below the normal rate so long as they are unable to do their full work. If they be deprived of their whole wage or removed from work, then that suffering of theirs cannot be removed for the removal of which relief works are established.

101. Many persons continued to work on minimum wage and after some time their health became to a certain extent satisfactory.

102. When during famine small or large works are started simply with a view to support the people and remove their severe suffering, then I think that more wage than is

necessary should not be given: only so much wage should be given as may enable the workers to preserve their health.

103. Sunday has been fixed as a rest day in order that the workers may have rest. If other work be taken from the workers in lieu of the rest day, then the object of having a rest day will not be gained. As the workers do not receive more wage than is necessary for food, they will suffer from want of food if they are deprived of one day's wage. I am therefore of opinion that the workers should always receive their Sunday wage, and no work should be exacted from them in lieu of the rest day.

107. Having regard to the condition of the work, there is no harm in altering the relative proportion of diggers and carriers if that be conducive to good work. If carriers are in excess, digging work should certainly be taken from them.

108. After making an estimate of work, a certain limit and depth should be allotted to a certain number of diggers and carriers for one day's work, and the workers should be required to finish it in that time. If they fail to do so, a slight reduction should be made in their wage, so that they may not fail to complete their allotted task next day for fear of reduction in wages.

117. There is no harm in delegating the control of the Public Works Department to the Collector's Assistant.

118. Camp work should not be entrusted to officers of lower rank than tahsildars.

124. Task workers should receive at least one pice each more than piece workers.

126. I think wages of workers should be distributed through treasurers or cashiers.

140. On the work under my control, the workers were not subjected to such severe treatment as would have been unbearable, nor were they allowed so much freedom as might have injuriously affected the work.

143. My works were not in any way interfered with.

143. I made no complaint about famine relief works to any officer.

144. I made no complaint, nor was there any real necessity for complaint.

147. I have no remarks to offer on the subject of relief works.

148. At the period of maximum pressure gratuitous relief was given under me by means of poor-houses. I cannot tell the approximate percentage of persons so relieved.

149. The persons gratuitously relieved were residents of *taluqa* Singramau, and were cultivators and others.

150. The persons gratuitously relieved were such as could neither work as relief workers nor had any other means of livelihood at that time.

151. In ordinary years such men (as are mentioned in answer No. 148) used to support themselves by labour, and some by cultivation. During famine these persons were reduced to the need of gratuitous relief owing to failure of crops and rain.

152. Men, women, and children, all received relief at their homes; but as such relief was administered through village patwaris and *kanungos*, I am unable to tell the exact number of persons so relieved.

153. Such lists, too, have been prepared through patwaris and *kanungos*, and I am therefore unable to give any further information on the subject.

155. If the object of starting famine relief works was to relieve suffering, then the supporting of poor labourers themselves and of their dependants (standing in need of support) by means of relief works was not, in my opinion, improper.

156. I do not think it improper to give (gratuitous) relief to an incapable person having an able-bodied relative bound to support him who declines to go on to the relief work.

157. It can certainly be presumed that out of those who sought for gratuitous relief at home, there were many who were capable of labour; but this is a matter which could and can be managed at the time of preparing and revising the lists.

159. It was certainly known to the people of the neighbouring localities that gratuitous relief would be restricted to those who were wholly incapable of work and really deserved it on account of their destitution, but I am not aware what precautions were taken at the time of preparing and examining the lists.

159. I consider that the successful administration of this form of relief requires a large staff of officers in order that they may conveniently visit each village and make inspections with their own eyes.

161. The people living in the neighbourhood of my estate of Singramau were never induced to expect relief from the State, and (private) charity was rather quickened than before.

162. None of the persons living in my neighbourhood to whom (gratuitous) relief was given were employed on any sort of relief works in or near their village.

167. I prefer gratuitous relief being given in the form of grain to the same being given in the form of money.

168. Gratuitous relief was given to the people in my neighbourhood through the village patwaris, who sometimes repaired to the villages to distribute relief and sometimes distributed it from their head-quarters.

169. No complaints of a destitute person against the patwaris or other subordinates (employed in the distribution of gratuitous relief) did ever reach my ears, but the truth must be known only to those who had the supervision of this work entrusted to them.

185. It was absolutely necessary to open relief centres as well as to distribute relief in the homes of the people. If this had not been done, many persons would have died of starvation.

193. Relief kitchens at which cooked food is supplied to destitute persons without the condition of residence are apparently of very great utility.

194. Certainly it is necessary to open kitchens for children in connection with relief works.

198. I consider it preferable (to relieve the children) by money doles and not by means of cooked food to the parents, because none else can have as much love and care for the children as the parents have.

220. At the end of the famine most of the orphans have been made over to the several estates and are there taken care of up to this time.

221. It seems necessary that even after a famine the orphanages should continue, for to the orphans (admitted in the orphanages and having none to care for) it is famine until they can earn their livelihood by their own exertions.

222. I do not consider it improper to call one person in happy circumstances to subscribe towards the relief of the famine-stricken.

223. I do not think the Government has any other motive than that of the relief of the people in inviting such subscriptions.

227. I consider the opening of grain shops as a method of giving relief to respectable persons.

228. I think it would be conducive to the interests of the people to open these cheap grain shops. In my district of Jaunpur no shops were opened during the famine, nor did the grain sell at a cheap rate so as to interfere with private trade.

230. I say from my own experience that relief should be given just before the commencement of the agricultural season, even though distress might then be at its height.

231. Relief should be given to all the cultivators in distressed circumstances (who lack the necessary cattle and the means of irrigation).

232. I do not think the Charity Fund would suffice to relieve agriculturists as well as other destitute persons.

267. In my opinion diminished stocks of food are due to increased population, and the (late) famine is due to the following three causes: *viz.*, *first*, want of rain, which diminished the produce of grain; *secondly*, increase in population, whose demand the scanty produce of grain could not meet; *thirdly*, reduction in the wages (of the working classes) consequent on diminished produce of grain.

273. Generally the labourers and artizans use the cheapest grain in all seasons. Perhaps some labourers and artizans who are well-to-do use grain of somewhat better quality.

282. The famine throughout India was, in my opinion, due to the failure of harvests and the high level of prices. The cultivators found themselves in a famine because the crops had failed, while others who are not cultivators or till the soil only as part of their occupation and use the grains supplied by the market found themselves in distress because the prices had run up high.

283. The rise in the prices of grain is, in my opinion, due to the failure of crops, and, as a matter of fact, high prices have prevailed in India for the last 20 years, and the rise has equally affected every sort of grain.

285. People could not obtain grain for their private use at the rate at which traders and grain sellers purchased the same.

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286. The people in receipt of famine relief were always able to buy grain at the rates at which other people bought the same for their use.

287. The high prices are, in my opinion, due to two causes: *first*, the failure of the crops; *secondly*, the traders purchased what little was produced in any locality and exported the same to where the prices were higher. Besides, some people, seeing that the prices were easy, made large purchases in hope to sell their grain at higher prices when the present stock of food with the people would become exhausted. It is in this way that all the grain collected in the homes of the cultivators finds its way into the granary of the traders of neighbouring and outlying places, and the people dispose of the same from necessity. It was in this way that the stock in the homes of the people was diminished. Then came the drought which caused the failure of the crops. These two causes combined produced the (late) famine.

288. Fortunes must have been made by those who trade in the grain during the high prices. Every other person, in my opinion, must have suffered in consequence of the high prices of the grain.

289. The grain pits or godowns of the grain dealers were for the most part opened and largely depleted during the famine. Only rarely a grain pit may have been but little depleted.

290. In distressed tracts under my observation none of the cultivators and landowners, but such as carry on trade as well, had what may be considered surplus private stocks of food-grain.

291. So far as my knowledge goes, the cultivators had no grain to sell when the prices mounted high from famine.

302. The famine-stricken people largely sold their jewellery, pots, and cattle in order to keep body and soul together, and were in no way, in my opinion, deterred from doing so by reason of fall in value of silver jewellery.

In conclusion, I beg to say that I have answered only those questions which I felt myself justified to answer by reason of my knowledge or experience, and have refrained from answering those which did not come within the scope of my knowledge and experience.

(The witness gave his evidence in the vernacular.)

I am a Manager from about 3½ years. I had some tanks dug, and distributed the charitable relief money. All relief was afforded under my supervision. The present *pucca* wells and the tanks are not sufficient, and more *pucca* wells are required. There are many places where tanks cannot be utilized for irrigation.

The wages given at the relief works were just enough to maintain a person and to keep up his strength, for 14 chattaks of grain could be purchased with them. A man of 18 and a woman of 15 is old enough to do the full task. A lad of 16 requires 12 chattaks of grain. Those receiving 5 or 6 pice were also fairly well off. The scale of wages given in the digging of wells was in accordance with the Famine Code. The relief afforded in the shape of food-grain would not offer chances of misappropriation, and consequently the proper recipients would receive the due quantities. The prices of food grains have been rising for the last 20 years, but wages have fallen from about 3 years. In my district the wages were paid in the shape of grain at first, which, being costlier, they now pay in cash, ordinarily 5 or 6 pice. Formerly the wages in villages were never paid in cash, but in the shape of grain. At the commencement of famine the cultivators had no seed-grain left, for they had sold all the grain to pay the rent. The *kharif* crops failed entirely. After the famine we got Burma rice in the district. *Juar* and *bajra* were imported. During the famine people sold cattle, ornaments, and utensils, but not the whole. The *mahajans* and *banias* purchased such articles. All silver ornaments when sold at once fetched full price.

LALA BALDEO NARAYAN SINGH, of Azamgarh, called in and examined.

Lala Baldeo Narayan Singh.

26th Mar. 1898.

I put in written answers to the Commission's questions.

Extent and severity of the distress.

* 1. The area and population of each tahsil of the Azamgarh district is as follows:—

No.	Tahsil.	Acres in acres.	Population.
(1)	Deogaon	248,768	264,851
(2)	Azamgarh	201,268	289,488
(3)	Muhammadabad	273,100	359,746
(4)	Mahul	278,949	344,723
(5)	Sagri	374,203	469,817
	Total	1,376,288	1,728,625

The whole of the district of Azamgarh was more or less affected by the late famine. The distress, however, was most acute in tahsils Azamgarh, Muhammadabad, and Deogaon.

2. This distress was chiefly due to the failure of the rains in 1896, and the consequent failure of the crops dependent on them. It was also due to the abnormally high prices prevailing in the grain market, which rose to an extent which was beyond the purchasing power of the poorer classes of the population.

3. (*a*) The following table obtained from the official reports shows the extent to which the rains of 1896 failed:—

Period.	Normal.	Actual.
June to September 1896	34·88	15·57
October 1896 to January 1897	5 42	0·77
February to May 1897	3·15	1 40
Total	43·45	17·74

The total average rainfall of the district, it may be seen from the above, was registered at 17·74 as compared with the normal average of 43·45 inches, *i. e.*, less by two-thirds of the normal quantity of rainfall; and, as a natural consequence, the early *kharif* crops yielded a miserable outturn in some places, and failed altogether in most others, while the transplanted rice was an absolute failure throughout the district. Its effects on the *rabi* crops also were most significant, a majority of the fields were not sown for want of moisture in them, and some of those that were sown could not be properly irrigated for want of facilities of irrigation, and others were sown too late to bring forth ears at the usual time and withered under the influence of dry and strong west winds in the month of February. It was thus that the *rabi* crops also yielded a poor outturn.

3. (*b*) I believe that prices rose very high, rather much higher than in other years. This may be seen from the table given below:—

Year.	Wheat.	Barley.	Common rice.	Gram.
	S. c.	S. c.	S. c.*	S. c.
(1) 1893-94	14 12	20 13	14 2	20 11
(2) 1894-95	13 7	17 12	12 6	17 2
(3) 1895-96	11 4	16 6	12 9	15 14
(4) 1896-97	9 1	11 11	8 4	10 7

A comparison of prices prevailing in 1896-97 as shown above with the normal rate of staple food given in Appendix 4 (A) of the Code will show that they were not only higher than in other years, but much above the normal, and higher still than the rates at which report to Government is necessary. I am afraid these prices are the average of rates prevailing throughout the year. At times wheat was selling 7 *sers*, barley 9 *sers*, common rice 6½ *sers*, and gram 6 *sers* only. This was only what could have been expected at a time of such universal disaster. Perhaps they ought to have been still worse.

4. It is an unfortunate fact for Azamgarh that this state of things came not as a change from seasons of prosperity or even as a change from average harvests; it was rather a culmination of several immediately preceding misfortunes. The *rabi* harvest of 1893-94 was a poor one. The *kharif* of 1894-95 was seriously damaged by excessive rains and terminated in floods, which submerged very many cultivated acres. The *rabi* of the same year was sown late in ground imperfectly ploughed and often surcharged with moisture; consequently it yielded a remarkably poor outturn. The sugarcane was equally poor. It may also be noted that the harvests of the earlier years of this decade were, as a rule, below the average, and it will thus be seen that the Azamgarh agriculturist was ill-prepared to meet the emergencies of the famine year.

5. Generally speaking, the Azamgarh agriculturist is extremely poor. He hardly produces enough for himself

* The numbers refer to the questions drawn up by the Commission.

and for the maintenance of his family. He is never blessed with sufficient means for food and clothing, and the loss of even a part of his harvest means a heavy loss to him. The poorer and lower classes specially live to a great extent by working for hire. The fact that the Government demand in this district is by far larger and heavier than in the adjoining districts as compared with the cultivated area will go a great way to explain this state of things. The so-called landed proprietors are an impoverished class of people. Their shares are very small. Their stock of grain is *nil*. Their resources lie in the production of their fields. With the loss of their harvests disappears their credit also. For such a class of people the total failure of their crops means a dire calamity, and such in fact was their condition. In ordinary times also they live from hand to mouth. Their indebtedness is daily increasing, and their property is gradually changing hands with the money lenders.

6. The agricultural prosperity of the district depends entirely upon a timely and copious supply of rainfall. The two principal harvests of the district are the *kharif* and the *rabi*. The first of these depends altogether upon timely, sufficient, and well distributed rainfall. In about one-fourth of the district and in nearly half of the cultivated area of tahsils Deogaon, Muhammadabad, and Azamgarh the early and transplanted rice are grown. These crops specially stand in need of sufficient and timely rains. They are liable to, and not unfrequently suffer from, partial droughts. Irrigation from other sources is extremely expensive, and the sources from which this could be done themselves depend upon a good rainfall, irrigation from wells being totally impracticable. Delay in the outburst of the monsoon endangers the early *kharif* crops by keeping back the sowings. These crops ripen in August and September and therefore must be sown in June. The early and premature cessation of the rains is also attended with serious consequences to the transplanted rice. It is clear thus that the agricultural requirements of the district stand in need of a timely and well distributed rainfall. It should neither be very heavy so as to cause floods, nor so deficient as to cause droughts. It may also be noted that an excessive rainfall, though perhaps less disastrous to the agriculturist than a defective one, is also very unfavourable. Besides causing inundation in places and overflooding the transplanted rice, it damages the yield of the early rice, the millets, and the sugarcane, and also causes moisture in the fields and does not allow them to be sufficiently ploughed and tilled for the spring sowings.

The rainfall at other periods is not very important. It, however, improves the prospects of the *rabi* crops when it takes place in the months of December and January by saving cost of irrigation and by stimulating their growth.

7. I have described the general condition of the people of this district in paragraph 6 of these notes. Their reserves of money or food are invariably *nil*, except in a few rare cases of well-to-do *zamindars*, who save and lay by some of their income by sacrificing their most ordinary daily comforts even. Their number is very small and perhaps insignificant compared with the population. The banking classes, who generally live in towns, both at *sadar* and in the interior, and in whose hands the landed property of the people is gradually passing, may be said to have large reserves of both money and food.

8. I have only a vague recollection of the famine of past years, and am not in a position to be able to compare them with the one which has just closed. I can, however, say that the distress then was not so widespread and severe as it was in the late famine. The arrangements for relief in those famines were not at all perfect, which caused a good deal of loss of life and perhaps property also. It is simply impossible to say what the consequences of the late famine would have been but for the most humane and timely intervention of the Government. I have heard it said by men of old age that never was so much done for the people as on the last occasion. The extent of the popular feeling of gratefulness knows no bounds, and can better be imagined than described.

9. Generally speaking, I have no reason to suppose that the extent of crop failure, or the degree of distress, or the absence of resources on the part of the people was at any point of time under-estimated or over-estimated. Certain rare cases of officials who are always under a wrong impression that they would please the authorities by doing this, may have done so, but I am sure their mistakes or misrepresentations did not remain undetected for a long time through the vigilance of local inspections of the superior officers of the district.

Sufficiency and economy of the relief measures.

10. I have not much personal experience as to what should be the highest percentage of persons on relief in the worst tracts of a distressed district, but judging from the official reports and figures given at pages 182—193 of the Appendices to Government Resolution on the Administration of the Famine Relief in the North-Western Provinces and Oudh, Volume II, it appears that the percentage recommended by the Famine Commission would be greatly exceeded in several of the worst districts. The percentage, for instance, for Banda has reached the figure of 42·08 (page 189 of the appendices alluded to above).

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11. The figures of this district are very low as compared with the standard of the Famine Commission. The highest percentage of total relief in this district from Government funds to total population was 1·12 in the month of June 1897. If the number of persons relieved from charitable funds is added to it, the percentage would not, I think, be higher than 2. I think the percentage would have been higher with better results. I am inclined to think that, in spite of all honest and unabating efforts of the Collector, some distress remained undisclosed owing chiefly to the prejudices of the people against revealing their wants in a direct way and to their antipathy to do any kind of work out of their homes or to ask for anything which could take the form of charity. Even the cultivating classes of labourers are known to have considerable disinclination to join a relief work which is at some distance from their place of residence.

12. I do not think that in any part of my district the proportion of the total population relieved was larger than what it should have been for the purposes of preventing loss of life or severe suffering. I know of no persons who were relieved that were not really in need of relief.

13. I believe, as I have said above, that a larger proportion of the population might have been relieved consistently with the object of saving life and preventing severe suffering. If, however, this has not taken place, it is, I believe, chiefly due to the attitude of the people themselves.

14. I do not think that the relief arrangements were in any cases defective or ill-adapted, but I think more liberal concessions should have been made under the provisions of section 126 of the Famine Code. This work, I think, should not be left entirely to be decided on the recommendations of the *patwaris*; co-operation of the members of the District Board and other native gentlemen is very essential.

15. I have no reliable figures of the mortality of the famine period, but I believe firmly that the relief given has been most successful in its object.

16 and 17. I know of no abrupt changes in the scheme of relief which were followed by a large increase or decrease of numbers on relief. There may or may not have been such changes.

18, 19 and 20. So far as my experience goes, I think that in the late famine the principle of exaction of labour from all those from whom labour can be reasonably expected was fully observed, women and children also, as far as possible, having been subjected to the labour test.

23. I do not think that one large work in each subdivision is sufficient. This would be sufficient only when village relief works are largely interspersed within the several sub-divisions. I have noted above that the cultivating classes of labourers also, in spite of all their sufferings, generally feel disinclined to join relief works; only professional labourers would go and reside on relief works. Besides, I am afraid it is not advisable to keep a large number of men assembled in one place, specially in the hot and wet seasons.

26. It is not my experience that in the late famine people resorted to relief works with greater eagerness and at an earlier stage of distress than in previous famines.

27. Gratuitous relief was given (1) through the medium of poor-houses, in which residence is a condition of relief; (2) by means of doles of money to persons in their homes.

28. I think that the system on which gratuitous relief was given to needy persons at their homes effectually prevented all "risk of a too free grant of relief"; on the other hand, I think that the attempt to avoid this risk by not giving alms free at homes deprived a number of respectable persons from getting relief which they should have.

29. I believe gratuitous home relief has been more largely given in this than in any former scarcity. I cannot say that it was given too early. It is said that this was the worst famine of this century, and had this sort of relief not been largely resorted to, the consequences would have been very serious. In my opinion it has proved extremely beneficial. I know from personal experience that it has not demoralized the people. The resources of the people in the late famine had largely been exhausted to admit of mutual assistance on any large scale.

30. The table on the following page gives the gross cost of direct famine relief from Government funds.

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Population.	Month.	NUMBER OF PERSONS RELIEVED ON LAST DAY OF EACH MONTH.				TOTAL COST.										Grand Total of cost.
										MISCELLANEOUS EXPENDITURE.			OTHER MISCELLANEOUS EXPENDITURE.			
		Civil works.	Public Works Department.	Gratuitous relief.	Total.	Civil works.	Public Works Department.	Gratuitous relief.	Total.	On advances for village works.	Other items.	Total.	Salaries and establishment.	Relief to people employed otherwise than on public works.	Total.	
							R	R	R	R	R	R	R	R	R	R
1,728,625	October 1896	...	44	...	44			...	...	...	...	...	...	...	...	
	November "	...	372	761	1,133			...	...	...	...	...	126	733	859	
	December "	...	1,014	986	2,000			2,906	...	84	...	84	208	60	268	
	January 1897	226	2,905	5,241	8,372			16,462	...	4,810	60	4,870	199	...	199	
	February "	1,142	7,317	7,662	16,121			1,025	...	...	...	...	194	350	544	
	March "	237	5,939	3,214	9,390			8,740	...	450	713	1,163	281	...	281	
	April "	461	7,093	2,856	10,410	...	99,437	6,447	...	3,865	...	3,865	436	...	436	2,33,621
	May "	3,149	9,381	5,509	18,039			4,641	...	5,609	1,552	7,161	329	...	329	
	June "	667	4,584	14,155	18,406			12,881	...	5,210	...	5,210	684	...	684	
	July "	41	1,164	14,878	16,023			24,027	...	542	...	542	235	...	235	
	August "	...	...	10,409	10,409			20,376	...	...	103	103	134	...	134	
	September "	...	...	568	568			13,844	...	500	61	561	237	...	237	
	TOTAL	5,925	39,758	66,230	111,806	...	99,437	1,11,419	2,10,856	21,070	2,489	23,559	3,063	1,143	4,206	

I am unable to compare these figures with those of the previous famine, as the latter are not available to me. With regard to the severity of the late famine, I think the relief has been economically administered.

31. Besides these, other indirect relief in the form of *taqavi* advances, loans for village works, and suspensions and remissions of revenue has been given. I have no figures to compare these with those of other famines.

32. The net result of the famine on the economic condition of the population has, in my opinion, been that all classes of people, except, perhaps, the grain dealers, have been left poorer. The worst sufferers have been the cultivators and the artizans. Had it not been for the timely relief given by Government, it is impossible to foresee what the consequences would have been. Another result of the famine has been the diminution of the live stock of the district. The famine has further made known to the subjects the humane principles on which the British Government is conducted in this country.

The present year's harvest seems to be good in every respect, and it would, I think, go a great way towards pulling up the classes which have suffered most, but the disaster has been of such a serious nature that its worst traces are not likely to be effaced except within a considerable time. I do not think that any very serious permanent injury has been the result, provided always that the next few years are years of good harvest.

33. As far as I have been able to read the Code, I have come to the conclusion that the present Famine Code provides measures and relief for all classes of needy people, provided the provisions are properly and liberally carried out.

Arrangements existing for ascertaining the imminence of scarcity.

34 and 36. I consider that the existing arrangements for ascertaining and reporting failure of rainfall and crops are sufficient for all practical purposes of comparison, provided they are properly carried out. I would, however, insist on the officers of the district staff examining more closely on the suitable situation of the rain-gauge station, and on the tahsildars themselves checking occasionally the registering of the rainfall at those stations, and not leaving the work entirely to low paid officials, as is generally the case. As regards crops, I am afraid the responsible officials of the tahsils are inclined to take an optimist's view and were on the side of exaggerating on their good prospects. They seem to be labouring under some misapprehension that if they were to represent the real state of things, they would be marked down as alarmists and perhaps also as ill-workers of Government. All reports about crops are generally based on reports given by *patwaris*, a class of officials whose salary averages from R4 to R12, and character of whose work has always been regarded, at least in this district and, I am afraid, in most others, as far from reliable. More supervision is imperatively called for, and I do not think the ordinary district staff with their multifarious duties can be expected to exercise the necessary check. I would suggest that a special suitably paid responsible officer be appointed in each district with no other work assigned to him than of checking and supervising the work of the *kanungo* and *patwari* in the district and of reporting periodically on the condition of the crops and the people throughout the district. This officer should be well educated and well trained in the duties of the Agricultural Department, and should be required to be constantly moving in the district and freely mixing with the people. He should also be required to collect materials for report from his own personal observation and from information received through other reliable sources. Inspector *kanungos* who migrate to several districts in turn in the cold weather, and whose attention is naturally more confined to statistics on paper than to the real state of things in the fields and villages, will not, I think, be sufficient for the kind of supervision and check I mean to refer.

37. I think the necessary returns are obtained in due time.

38. As far as I know, in the late famine the relief arrangements were not entirely based on these informations. The *pargana* officers and the Collector himself went into the interior and marked the condition of the country and the people.

Relief Works.

I.—Extent to which works of public utility may be available as relief works.

53. I think that the roads constructed will be of permanent use to the community, provided they are kept in good repair. They ought to be effectively maintained in future.

54. More roads can be constructed with advantage in the district. At present they will not be needed. They may be taken in hand when there are indications of a famine again.

55. Metal collection attracts professional labour, and I do not think it can serve much purpose as a means of employment of relief labour.

57. In my opinion, village tanks are useful both as a means of employment of relief labour and as a means of permanently benefiting the villages in which they are constructed.

59. I think 500 is the ordinary number of persons for whom employment could be provided in a satisfactory way on an ordinary village tank. I would suggest that this work should ordinarily be placed in the hands of a local influential landowner by advancing some money to him. If he does the work satisfactorily, a portion of this amount should be remitted. The *pargana* officers and the tahsil officials should be constantly moving to see that the work is being properly carried out. Assistance may also be taken from the members of the Local Board. The zamindar, from his local knowledge and influence, will be able to prevent the whole population from applying for work.

60. I think that very few tanks have yet been excavated. There are still many more tanks which could be relied on for work in future famines.

70. The provisions of the Famine Code regarding the maintenance of a programme in each district of famine relief works are given in sections 13 to 18 of the Code. They may be briefly described as below.

It is the duty of the Collector to maintain for his district, under the sanction of the Commissioner, lists of works which are (1) specially intended for the relief of the agricultural population in the vicinity of their homes; (2) not designed for the relief of the agricultural population near their homes, but primarily part of the administrative programme. These lists are submitted to the Commissioner on the 15th March every year, together with an estimate of the number of persons for whom such works are likely to provide employment. The Commissioner is required under section 14 to decide, after consultation with the Collector, Public Works Department, and the Director of Land Records and Agriculture—

(1) the number of persons for whom it is requisite that relief works should be provided in the event of serious famine;

(2) the programme of the relief works which is to be adopted.

I believe, so far as I know, that these estimates and plans were ready in time, and the provisions of the Code were fully carried out before the appearance of the distress.

II.—As to large and small works and the distance test.

71. In my opinion the greatest distance at which the distressed inhabitants of a village may be induced to attend relief works should be—

(1) three miles when they return every night to their homes;

(2) eight miles when accommodation is provided on the relief works.

72. With proper arrangement for their identification, I think it would be practicable to withhold relief from all fairly able-bodied labourers. Besides this, reduced rates of wages will also go a great way to exercise the necessary check.

73. I would recommend relief labourers being conveyed long distances of over 100 miles by rail, etc., only under the following conditions:—

(1) that they are willing to go to the work;

(2) that they are brought back again to the place from which they were taken when the distress is over;

(3) that on these works they are allowed full wages;

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(4) that they should not be taken away to such an extent as to create a paucity of labourers in time of need for agricultural purposes.

74 and 75. So far as my information goes about the late famine, residence on relief works was not the rule, nor was it a condition of getting relief. It may have in some places incidentally resulted from the small number of works open, and the distance of them from the houses of the majority of the workers.

76. I am not in favour of obligatory residence as a condition of getting relief. It involves hardship on the people. Exposure to cold and discomfort attending on residence will affect the health of the people, besides causing spread of epidemic diseases in hot and rainy seasons by large congregation of people to one place. I think high task and low rate of wages are sufficient tests of the real needs of the people. These restrictions will prevent persons from going to these works who do not actually require relief.

77. Except professional labourers, no other people would like to go to relief works at long distances. Respectable persons specially have an extreme dislike to walk long distances with their families. They would suffer any amount of privation than go to a relief work. Agricultural labourers who are not accustomed to go out of their villages would also be induced with great difficulty to leave their place of residence in spite of their distress. I know it from personal experience. People of my own estate, although they were in extreme distress, did not go to a relief work which was open at a distance of eight miles.

78. I think that in case of a widespread famine the number of works will largely increase, and the establishment of supervising officers will have to be strengthened.

IV.—Relation of Civil and Public Works Officers in connection with the management of relief works.

114. All works requiring professional skill should be performed by the Public Works Department under the direct orders of the Collector, and all other works of control and administration should be left entirely to the Collector under the general control of the Commissioner. I would not leave any works to be done by the Public Works Department independently. Their work is simply to advise the Collector in technical matters and carry out his orders. The Collector may take the District Board into confidence and hear them in matters having local interest.

115. I would not entrust any works to be independently carried out by the Public Works Department. In my opinion, the officers of this Department, in every district, should be placed entirely at the disposal of the Collector, and all works done by them should be under the supervision of the Collector. The Commissioner should, as the divisional head, exercise general supervision and control over the work of the Collector.

116. In my opinion the Collector should be made responsible for all executive and administrative matters, and the Executive Engineer for giving suitable advice in technical matters in consultation with his subordinates.

117. The Collector may delegate any powers of control reserved to him to his assistants in the case of works carried out under the agency of the Public Works Department.

118 and 119. It is essential that the officer in charge of a relief work camp must possess a knowledge of ordinary measurements, checking of accounts, etc., and I would recommend that they should be trained men of the Public Works Department and they should be made to work under the guidance of the District Engineers, but under the entire control of the Collector.

120. These officers should, I think, be made responsible also for all other matters, such as payment of labour, conservancy arrangements, etc., etc.

121. I would not give any magisterial powers to these officers.

Gratuitous relief.

148. The percentage of the numbers placed on gratuitous relief to the population of the affected area was 9·6.

149. The recipients of this kind of relief chiefly belonged to the agricultural classes resident in rural areas.

150. I think all the persons thus relieved were incapable of work on a relief work, having no resources of any kind. Their relatives, if any, had given them up on account of increase of cost of maintenance.

151. In ordinary years the cost of maintenance not being so high, they are supported by their relatives. Some of them depend upon their own exertions and others are maintained by private charity. As in famine years cost of maintenance increases, private charity is dried up, and ordinary sources of income are not available, these people are thrown upon the State for support.

152. The persons who received gratuitous relief were persons of both sexes and of all ages. As far as I know, the proportion of *parda nashin* women was not large.

153. I do not think any reliable estimate can be formed of the numbers requiring gratuitous relief. It depends a great deal upon the extent and severity of the famine.

154. I am not of opinion that no great amount of relief will be required when the numbers on relief works open in a district are small. Non-attendance on relief works may be due to other causes.

155. The incapable poor having able-bodied relatives may be required to attend relief work as dependants, provided there is no overcrowding. I would not, however, force them to go.

156. All those who are incapable of work and want relief must get it irrespective of the fact that they have able-bodied relatives who refuse to go to a relief work or not. Why should this man suffer for the fault of his relatives?

157. I do not think that gratuitous relief at home is very popular with the people; at least this is decidedly not so with the respectable classes of men. They feel ashamed in accepting charity, and would be laughed at for receiving it if they are not extremely destitute. I know of persons who were in great distress, but could not be persuaded to accept this sort of relief. It may in time become popular with the lower classes if they are not checked.

158. As far as I know, the circle and inspection organization were sufficiently strong, vigilant, and well informed to restrict gratuitous relief to those who were qualified to get it. The precautions for checking abuse are laid down at page 196, Volume I of the appendices to Government Resolution on the famine administration of these provinces.

159. A large staff of supervising officers, if available would be of great help and ensure success of the administration of this kind of relief.

160. I believe one who received charity of this kind, and belongs to the respectable classes, would be laughed at and looked down upon if he were not really needy. Even those who are extremely poor and were once well-to-do could accept relief with great hesitation for fear of being taunted at later on. I do not know of any caste stigma which would likely prevent this.

161. Those who have means for it and can afford to give alms will continue to do so irrespective of the knowledge that gratuitous relief is given by the State or not. Those whose resources have been weakened on account of high prices and famine or other causes, will stop it in either case.

162. Some of the recipients could be employed on light manual labour according to their castes and aptitudes.

163. Such works could have been provided by assisting the landowners of the village for construction of tanks, etc., and this would do for the lower classes. For the respectable classes it would be necessary to appoint them as *chaprasis* or to employ them in rope making or other such work.

164 and 165. In my opinion central kitchens are useful only to low caste people such as Chamars and beggars and to no others. Even high class labourers, such as Ahirs, would not agree to go to these kitchens whatsoever the degree of their distress may be. The respectable classes, such as Brahmans, Kharatiyas, or Banias, would never go to it; and if they did, they will not be admitted to their castes. I firmly believe that kitchens cannot be substituted for gratuitous relief in shape of money or grain doles without excluding various classes of needy people from it.

166. I do not think it will be practicable to maintain a sufficient number of kitchens so as to lie within the reach of all persons requiring relief.

167 and 168. Gratuitous relief was given in the form of money, and I prefer the system to grain doles. It was given at their homes.

169. I have no doubt that the *patwaris* and some *kanungos* made some money out of the amount given them for distribution. Some of them were criminally prosecuted and punished. I am told that some *patwaris* would not enter the names of applicants for advances without taking a promise to give up a portion of the amount advanced.

170. In the interior the work of ascertaining the persons requiring home relief, and also of distributing them, was practically in the hands of the *patwaris*, and *kanungos*. It was, however, checked and supervised by superior officers of the district staff.

171. Within municipal limits of the *sadar* station alone was relief administered through voluntary unofficial agency.

Poor-houses.

172. The population of the poor-houses, so far as I recollect, remained fluctuating from time to time.

173 and 174. The inmates of the poor-houses were drawn chiefly from the lowest classes. There were to be found many beggars amongst them. Persons of better castes and respectable position were not seen in poor-houses. They would not go for fear of losing caste and of being lowered in the eyes of the general public. I think none need be forced to go to a poor-house.

175. I have no experience of a previous famine, but I believe the attitude of the people towards the poor-house remains the same as before. There was no change of a decreased reluctance towards poor-house relief on the part of the high caste people.

176. I cannot say that the mortality of the poor-house population was exceptionally high throughout the period or in any particular month. This much I know that people came in in an extremely famished state and often died of diarrhœa.

177. In my district there were not many persons who had wandered from other districts. In the Azamgarh poor-house which I often visited, they were mostly men of this district.

178. The inmates of the poor-house here were perfect specimens of emaciated and starved persons. They seemed to have suffered extreme privation and distress. It seemed that amongst the lower grades of men the famine was very severe. I met with some children in this poor-house who had been given up by their parents.

179. I saw that the inmates of the poor-house speedily regained their health, and when they had so far improved as to be able to do work, they were drafted to relief works or sent to their homes with recommendation for getting home relief, if possible.

180. The poor-house ration prescribed by the famine Code is, in my opinion, sufficient. The inmates who came in quite a famished state gradually improved within a short time.

181. The rules and the appendices of the Famine Code as to the management of poor-houses are, in my opinion, sufficiently clear and detailed and in all respects suitable. I have no defects to point out.

182. I think District Officers should be authorised to send persons found begging, and wanderers without any means of support, to poor-houses, with due discretion and regard for their caste feelings. No compulsion of this kind was used in this district. At times the town of Azamgarh was invaded by a force of these beggars, and it was feared they would spread epidemic diseases.

183. Light work was taken from the inmates of the poor-house from only those who were capable of doing this. I saw earthen pots and ropes prepared by them.

184. Departures and escapes from the poor-house were not very numerous, as far as my knowledge goes. Compulsion was not directly used to detain inmates of the poor-house; of course they were watched so far that they may not run away with the blankets supplied to them.

Relief centres.

185, 186 and 187. I know of no relief centres where doles of grain or money were given as an alternative to giving similar relief in the houses of the people.

188. Relief centres may be established at convenient places in the earlier stages of the distress to save life of the most destitute.

I do not know of any such tract.

Relief kitchens.

193. These institutions are useful only to the lowest classes of people. They cannot be expected to serve any good purpose as far as the respectable classes are concerned.

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194. I think these kitchens may, in addition to the kitchens attached to relief works for dependants, be opened at convenient places for the relief of the old and infirm famine stricken people.

196 and 197. There were no State kitchens in this district as far as I know.

198. I think it is preferable to give cooked food to children than money doles to their parents.

Loans to cultivators and landowners.

199. The following State advances have been made to landowners and cultivators for land improvements, for seed grain, for cattle, and for subsistence in the late famine :—

	R
(1) *Taqavi* under Act XII of 1884, *i.e.*, for seed grain and cattle . .	71,488
(2) Subsistence allowance . . .	1 000
(3) For land improvements . .	20,059
Total .	92,547

200 and 201. I think that the money advanced for land improvements has for the most part been spent on the object for which it was lent. In some rare cases the money may possibly have been otherwise utilized, but I believe it is not much. As for the money advanced to cultivators and landholders for seed and cattle, I am informed that a greater portion of it has been used as subsistence money. As far as I have been able to ascertain, very few cattle have been purchased. The *taqavi* advances were of great help on the whole, and I think more could have been usefully advanced for this.

202. The following dates have been fixed for the recovery of these advances :—

December 1896.	December 1899.
February 1897.	February 1900.
May „	May „
December „	December „
February 1898.	February 1901.
May „	May „
December „	December „
February 1899.	February 1902.
May „	May „

203. I know of no advances that have been given to landowners and cultivators for purchase of food, except R1,000 given to a respectable gentleman of the town.

204. I think cultivators and landowners of respectable castes should be given subsistence allowance. It would be hard to make them submit to the self-acting test of accepting work on a relief work.

205. Cultivators of the labouring classes must undergo this test. In exceptional cases cultivators of the higher classes may be given such advances.

206. If care and discretion is exercised, I think the risk of every cultivator applying for these advances would be avoided. This will no doubt increase their indebtedness, but I am afraid nothing else can be done to save them from starvation and from utter ruin.

Remission and suspensions of land revenue.

207 and 208. So far as I have been able to ascertain, I have been informed that the following remissions and suspensions have been made :—

	R	A.	P.
(1) Suspensions of land revenue .	6,74,735	7	4
(2) Remissions	2,69,945	4	9

Measures have been taken to secure that the relief thus given should reach the cultivating classes.

209. I think this form of relief would prove a great advantage to the landowning and cultivating classes. I have pointed out above that the Azamgarh agriculturist is extremely impoverished. I also believe that the Government demand of the district is very heavy. Besides this, on account of the failure of the crops in years immediately preceding the famine, the cultivators and zamindars had thoroughly exhausted their resources. Under the circumstances, if the demand for the famine year had not been suspended and remitted, many of these would have been ruined. I think the suspensions and remissions in the

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affected area should have been general. The well-to-do zamindars have been made to pay up the Government demand. But it is not necessary that well-to-do zamindars have necessarily well-to-do tenants also. There is no security to the poorer cultivators of these zamindars for any remissions or suspensions.

210. In the case of small proprietors having less than enough for the support of their large joint families: the amount suspended would be difficult of realization without pressing severely on them. Even if the seasons are good hereafter, they would have to pay up the demands for those seasons.

211. I understand that these recoveries have been spread over several instalments. Those intelligent and well-meaning zamindars who know that in the prosperity of their tenants lies their prosperity also would most certainly suspend the rents of their tenants also. But I cannot vouch for those who are devoid of this sense and are themselves hard pressed for money.

212. Suspended rent should not, I think, carry interest.

213. I think Government should have power to suspend rent on estates held free of land revenue.

214. I think land revenue should always be remitted when it has been ascertained that the crops yielded only sufficient to feed and clothe the owners.

215. My idea is that private indebtedness of the land-owning classes is daily increasing. I have said above that landed property is gradually passing into the hands of money lenders. I am inclined to think that the famine has given an impetus to it. Had it not been for the universal relief given in various forms, it is difficult to imagine to what extent it would have gone.

Forests.

216, 217, 218 and 219. There are no forests in this district.

Orphans.

220. Attempt should be made to induce native gentlemen of the Hindu and Muhammadan communities to undertake as many of the orphans of their respective castes and religions as possible. If such gentlemen are not willing to do so, the orphans should be made over to orphanages of their respective communities.

221. Government should, I think, continue its aid to private orphanages.

Private charitable relief as auxiliary to State relief.

222. I have no suggestions to offer to the statement of the four objects to which private subscriptions may be applied as set forth by the Government of India. They are all suitable to meet the requirements of the country.

223. I do not think any of these objects are likely to trench upon the field of Government operations of relief if they are properly carried out.

224. I think that, in view of the fact that during the currency of a famine the Government makes itself responsible, as far as may be practicable, for the saving of life by all available means in its power, it is incumbent on Government to relieve the necessary wants of the orphans also. Anything that remains undone by Government for their ordinary comfort must be supplemented from the charitable relief funds.

225. If under any circumstances the Government did not think it incumbent on them to maintain the orphans, I would recommend that all and everything should be done for them from the Charitable Relief Fund. My idea is that the orphans are a sacred charge, and that everything in the shape of maintenance, their clothing, and other comforts and education must be borne by Government. If for any reasons anything remains undone, it should be done by the Charitable Relief Fund. I would not restrict the responsibilities of the Charitable Relief Fund.

227. I consider the opening of grain shops, where wholesome food-grains would be sold at rates below the prevailing market rates, a legitimate method of giving relief to respectable persons with small fixed incomes who are unable to support themselves, and in spite of their distress would not accept direct relief of any kind.

228. These grain shops will not interfere with private trade to any serious extent, inasmuch as only a limited number of persons will be allowed to benefit themselves by them. A municipal grain depôt was opened in this district from municipal funds, and loans received from private persons without interest. All classes of paupers were allowed to purchase ordinary kinds of grain here, at cheaper rates than those prevailing in the markets. It was not restricted to the respectable poor only. It did not interfere with private trade to any great extent; rather it kept the market on a level with the prices prevailing elsewhere, and perhaps prevented fitful raising of rates. It had, however, to be closed only after a short time under instructions from higher authorities.

229. No grain shops from Indian Charitable Relief Funds were opened in this district.

230. Relief given for maintenance of broken down agriculturists should be continued all along the period of distress. I would not restrict it to any particular period. That given for purchase of seed and cattle should be given just before the commencement of the agricultural seasons.

231. All agriculturists, irrespective of the distinction that they are landowners or tenants, should be helped under object IV.

232. Those who are in a position to be able to repay the *taqavi* advances gradually, without further embarrassment, should not get relief from the Charitable Fund. Those who earn only enough for their ordinary comforts, and are supposed not to be able to repay their loans without inconveniencing themselves, should be relieved from the Charitable Fund.

233. I would recommend that, if practicable, a portion of the Charitable Relief Fund may be spent in supplementing *taqavi* advances, where they are not sufficient to meet all agricultural requirements of the recipient, including the subsistence of himself and family during the interval between the sowing and the harvest.

234 and 235. The operations of the Indian Charitable Fund, as supplementary to Government relief, has decidedly served a useful purpose by supplying clothes and other comforts to the miserable poor, by providing for the maintenance of the orphans, by relieving the wants of the respectable poor, and last, though not least, by restoring those who had lost their all in the struggle and by giving them a start in life. It is difficult to say what the consequences would have been but for this.

237. The supply of clothes to the destitute people under object I was, in my opinion, the most popular relief and evoked the greatest gratitude. The good done to suffering humanity in this way cannot be exaggerated. The fact is that a large number of people were seen having scarcely anything to screen their nakedness beyond a few pieces of rags, and it was really a plea ure to see them properly clothed.

238. Under object III the greatest amount of good was done by distribution of money doles to the respectable poor for purchase of food. Had it not been for this, the condition of this class of persons would have been miserable. There were relief works for the labouring classes, poor-houses for the vagrants, and low caste famine stricken people, but little for this silently suffering class of mankind.

239. The bulk of the Charitable Relief Fund could not have been better employed than in spending it on broken down agriculturists.

240. I think the expenditure has resulted in great economic advantage to the country generally.

Emigrants and wanderers.

242. So far as I know, all the officers in charge of police stations were supplied with small sums for the relief of starving wanderers. The number of these wanderers was very large in the towns, so much so as to attract a considerable amount of attention and excite feelings of anxiety. They came mostly from villages. A majority of them belonged to the lowest classes. They were extremely emaciated, representing perfect specimens of starvation. They came to the towns where they could not get support in villages from private charity.

243—245. These people were not fit to work. Relief works were open in certain places as test works, but they would not go to them. I think relief works would not decrease their wanderings, but relief kitchens or relief centres may do so. I have no experience of jungle people. Those who came to this town did not seem to me to be accustomed to migrate at certain seasons of the year. They seemed to me to have been driven to the towns by sheer starvation.

246. No difference was made.

247. The wanderers from other districts or from Native States should receive the same treatment as men of the same district.

Ordinary food of the people.

273, 274. The well-to-do labourers and artizans in the country ordinarily use barley, peas, *sanwan*, and *juar* in the summer, and in the winter they use coarse rice in place of barley, which is not then generally available. It may be noted that these people generally live upon the wages (in kind) which they get for agricultural labour, and it depends upon the pleasure of their employers to give any grain they choose. They take, as a rule, two meals, one in the day and the other in the night. The day meal generally consists of parched grain and a *lota* full of *ras* (sherbet) made of *gur*. In the night they take cooked food, consisting of one kind of grain taken with salt or *gur* or some sort of coarse and wild vegetable. In the towns they use the same sort of grain except this that those who are well paid for their labours occasionally indulge in the luxury of using wheat, and, perhaps, both their meals consist of cooked food.

275, 276. If any of these grains is unprocurable, they substitute *marua* and *kodon*, generally used by the lowest classes. Both of these are considered unpalatable, but are eaten under the pinch of hunger. They also substitute *janji*, which is used as food in scarcity.

276, 277. No other grains, as far as I know, have up to this time been substituted, but I think they will have no objection to any kind of grain when they are pressed for food.

278, 279. So far as I know, gram, wheat, *arhar*, and rice were ordinarily used in poor-houses. The inmates of the poor-houses got two meals, one in the day and one in the evening. At intervals they were served with bread and *dal*, and rice and *dal*, or *khichri*. The children got one or two extra meals.

280. I heard no complaints about the food or plan of meals.

Food stock and prices.

282. The rise in the prices of the common food-grains which occurred in September to November 1896, and was more or less maintained for the next twelve months, was, in my opinion, due to the tightening of the grain stock and failure of harvests, and hence reasonable. Had it been due to other causes, the high level of prices would not have been universal all over the provinces. Speaking for my own district and the surroundings, I believe that the stock of grain was almost exhausted and almost every market town had to import grain from Behar and other places.

282 A. At the commencement of the famine I noticed one or two of the bigge t grain dealers of the Azamgarh town purchasing wholesale from the petty shop-keepers all the grain put up for sale in the market, and then retailing the same at higher prices or storing them in anticipation of further rise in the prices. This led to a panic in the town, and fearing that the public were going to complain to the Collector, they gave up the practice after a time. In market towns the *chaudhri* of the *bazar*, as far as I know, usually fixed the rates in consultation with important grain dealers, and the other *banias* were ordinarily supposed to adhere to them. These rates were fixed, so far as I know, with due regard to the rates prevailing in places from which the grain was imported with a margin of profit added to them, and I think the other retail dealers had no choice but to follow them.

283. I believe there has been a permanent rise in the average price of food-grains in India within the last twenty years, and I have no doubt there has been a proportionate rise in respect of all sorts of grain.

283 A. For the sake of comparison I shall take the following table to show the prices of food-grains prevailing in the fortnight ending with 31st October 1896 and those of the other neighbouring districts where the crops had not failed to such an extent :—

Grain.	Azamgarh.	Basti.	Ballia.	Ghazipur.	Benares.
	S. c.	S. c.	S. c.	S. c.	S. c.
Wheat	7 13	8 12	7 8	7 8	7 13
Barley	9 10	11 4	10 10	10 4	9 12
Gram	10 0	9 14	10 4	10 0	9 12
Arhar	7 6	9 4	9 8	9 0	11 12
Maize	10 0	11 8	11 4	10 0	11 8½
Rice (common)	8 2	8 12	8 0	7 12	8 9½

The difference in the case of barley, *arhar*, and maize seems to be natural and reasonable.

Lala Baldeo Narayan Singh.

26th Mar. 1898.

284. There was no impediment of grain trade at all. The District Officers were perfectly neutral in this matter. The trade was active and the grain dealers were busy in importing grain from Behar, which enters the district at Dohrighat. This market used to supply grain to almost all the towns in the district. I believe grain came in quickly and freely.

285. I believe that the townspeople and the villagers who had money to purchase grain had no difficultly in purchasing their customary food-grains and condiments at the rates quoted in the nearest grain marts. I heard no complaints about this.

286. I believe people in receipt of relief in the shape of cash had no difficulty in buying grain at the rates current.

287. Food-grains of the common kinds or of any kinds were never observed by me to have been exported from this district during the currency of the famine.

288. The grain dealers may have made their fortune by this trade during the high prices.

289. There are no grain pits in this district. Most of the grain dealers are petty traders and do not keep much grain with them. They are constantly importing and selling off their stock.

290, 291. I know of no cultivators and landowners who had any surplus stocks of grain and who sold them. There may have been rare and very exceptional cases, if any at all, but they did not come under my observation.

293. I have pointed out above that, generally speaking, landowners and cultivators have no surplus stock of grain, and I have never seen any grain pits in this district. Some of the big zamindars may be keeping some surplus in their houses, but I believe their number is very small.

294. A railway line is in the course of construction in this district; all the important places of the district, however, have good communication. I have not seen any export of food-grain going on. When crops fail and prices go up, private trade freely makes up the deficiency by imports.

295, 296. By far the largest number of persons getting relief belonged to the cultivating classes. I cannot say to which extent they were landowners or tenants. There were agricultural labourers also amongst them.

297. The inability of the distressed people to purchase food-grain at high prices was due (1) to the failure of the crops, (2) weakening of their resources on account of successive bad harvests, (3) tightening of the labour market. I believe non-agricultural employments fell off to a considerable extent, and perhaps to the same extent as agricultural employments.

298. The wages of all classes of labourers, including artizans and servants, remained the same as before. The reason of this is that there was little demand.

299. The trade of Mau and Mubarakpur weavers has considerably suffered on account of competition of English made clothes. The sugar trade is also suffering. I believe that is reducing the purchasing power of all concerned.

300, 301, and 302. I have only a vague recollection of the previous famines.

303. I think not.

304. The petty grain dealers imported Burma rice. I never saw this rice in the place before this. If it ever came, it must have come only in very small quantities.

(*The witness gave his evidence in the vernacular.*)

I was supervising the poor-house, and the distribution of charitable relief. I supervised especially the poor-house and the distribution of charitable relief in the town. The average price of rice during 1896 and 1897 was from 8 to 9 seers. *Juar* and *sanwan* were the staple food then. *Bhujia* rice was also used. There is permanent settlement for the districts of Jaunpore, Ballia, and Benares. The inhabitants of Azamgarh are poorer than those of Gorakhpur. The case is the same with regard to cultivators. The reason of my writing of the comparative excess in the revenue here was that the other districts mentioned have a permanent settlement. The nature of the soil in these districts is the same as in Azamgarh and as a matter of course the yield from it is almost equal everywhere. Consequently the heavier demand of revenue in Azamgarh keeps the people in a poorer state and more susceptible to distress than elsewhere in the adjoining districts.

Lala Baldeo Narayan Singh.

26th Mar. 1898.

Pattidars having small shares in the village have not enough to till, specially when the famine is great.

The percentage I wrote in consideration of the population. People did not go away and forsake their homes during the famine to any considerable extent. The people of my district do not choose to go abroad or on relief works even when very hard-pressed by famine. Most of the poor people had grown emaciated. I cannot affirm that there was great mortality due to starvation. I do not remember exactly the total number of works opened for relief, but I recollect three Government works and many minor ones by the zamindars. The village works proved very useful. Only the really needy people would resort to the relief-works, and if the zamindar's assistance be taken in the matter, the truly needy people could at once be discovered. The zamindars alone can know of the needy respectable people, for they would not expose themselves to Government servants.

If knowing men be put to admit people, the needy alone will secure admission on relief works. The relief afforded by Government was enough. It may be that a small number of respectable people escaped notice.

Most of the people admitted to the district poor-house belonged to low castes and begging classes, and died of diarrhœa. There were no people from Jaunpore District in the district poor-house. They might have been in the Deogoon poor-house. Children received more food in poor-houses. A medical man remained in charge of the poor-house. The *fakirs* (beggars) came from villages and were unable to work. Cooked food ought to be given to children, because if paid in cash, their parents can save it for themselves, but the cooked food cannot be thus appropriated. Enough clothing was distributed. People did not wish to go to relief works and leave their homes. When their condition grew worse, they were entered in the village relief lists. There were some people who joined the relief works, leaving their homes. The professionals were helped at Mau from Charitable Relief Funds. There was much distress in Mau and Mubarakpur, but I cannot say if they left their homes.

At the Executive Engineer's Office, Jhansi.

FORTY-FOURTH DAY.

Tuesday, 29th March 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (*President.*)

SURGEON-COLONEL J. RICHARDSON.

MR. T. W. HOLDERNESS, C.S.I.

MR. T. HIGHAM, C.I.E.

RAI BAHADUR B. K. BOSE, C.I.E.

MR. H. J. MCINTOSH, *Secretary.*

MR. A. W. TRETHEWY, Collector of Cawnpore, called in and examined.

Mr. A. W. Trethewy.

29th Mar. 1898.

I put in a written statement of evidence.

(*a*) The introduction of the intermediate system of relief works was the only important departure from the prescriptions of the Famine Code in Cawnpore. As the numbers present on works of this kind were very small here, there must be many officers more qualified than myself to discuss the advantages of the system.

(*b*) "At the commencement of the famine people kept away from the test works—repairs of roads by the District Board—much longer than was expected; they stuck to their villages for some time after all chance of sowing *rabi* had gone, spending what little money they had saved or living on wild fruit, particularly 'ber' berries. They seemed to think that Government would not be able to deal adequately with the situation. I more than once heard the remark, 'Oh! you can't find work for us all; the roads will soon be finished.' There were persons, too, who said that they could not come on the roads; they were too proud to do anything except dig a tank in their own village, where no outsider could see them labouring. When, however, at last people were driven by want from their homes, they came with a rush; distance was no object and pride was forgotten; whole families turned out with a large part of their property, and settled themselves comfortably on the road. To quote the words of your predecessor—'relief works became fashionable.'

Copies of paragraph 3 and 4 of letter No. 5418—XIII-56, dated 9th September 1897, from Collector, Cawnpore, to Commissioner, Allahabad Division.

"In this district village relief was no doubt given on rather too large a scale in January and February, the native staff got out of hand and went further than I intended before they could be pulled up. At the same time the numbers on relief works reached a very high figure; this was not due to any mismanagement. While admitting that the expenditure was higher than the minimum amount indispensable to prevent persons from actually starving, I think that subsequent events showed the policy to be sound, and that it was probably cheaper in the end, for after January and February comparatively little relief was necessary. No doubt distress was very keen in those two months, and the people were very much disturbed, but when they saw that everybody fit for work could get employment at a fair wage, and everybody unfit could get gratuitous relief, they were re-assured. One great thing to combat is the uneasiness and panic which famine is likely to cause; the actual distress becomes more severe if a feeling of despair arises. When the people saw that Government had the power and the will to help them, they concluded that things were not so very bad, and as the *rabi* harvest became ready, a rise of wages and a strict enforcement of task work sent them off fairly content to their homes. When the village lists were cut down, people often said: 'Oh! It is all right now; but if liberal help had not been given before, the state of things would have been very bad.'"

(*c*) In a district like Cawnpore, where there is a large demand for labour in connection with canals and for the factories in the city, it might be advisable for officers in charge of large relief works to refuse employment to persons who seem able to get along without it. The experiment was never tried, and one great objection to trying it would be that the discretion could not safely be allowed to anybody but a European officer. The argument in favour of the suggestion is that under such a system full help will be given to those who require it, and none to those who do not. Variations of tasks and wages do not cause the same result; by raising the task and lowering the wage, one may drive or keep away a number of people whom one does not want, but there is the danger of the relief being insufficient for the weakly persons whom one wishes principally to benefit. Under certain conditions it might be advisable to keep village lists of persons to be admitted to relief works. If there is a bad epidemic of cholera, which renders the collection of large bodies of men undesirable, and the necessity therefore arises of starting a number of small works in the neighbourhood of villages, the numbers of applicants for admission are likely to be unduly large, very much larger than the numbers on the large works just broken up. To keep the numbers within reasonable limits, the principle of Chapter X of the Code might be extended. The *patwaris* under the supervision of the circle officers could prepare lists of the persons who were fit for work, but could not get employment and had no means of support. Admission to

the village works could be restricted to persons on these lists. The officer in charge of a work would admit nobody who had not a *chalan* signed by the *patwari* or by one of certain specified persons.

(*d*) Under this head I make some notes, suggested by a perusal of the questions; the numbers refer to the numbers of the * questions:—

16. The introduction of the 12-*seer* scale of wages in the beginning of March coincided with a great decrease in the numbers on large relief works, but the decrease would not have been so marked if wages had been raised at any other time. Just then the harvest was about to begin and promised abundant employment. The time was well chosen.

23. The idea in Cawnpore district was to have one large work in each of the three tahsils most affected, but in practice it had to be dropped because a charge of more than 5,000 was found unmanageable, and it became necessary to open new charges to relieve pressure on those already existing. The new charges had to be opened at some distance from the old, and consequently attracted fresh people. If all the works could have been concentrated, the numbers of labourers would have been much less.

28. It is difficult to prevent distributors straining a point in favour of Brahmans.

29. Certainly gratuitous relief does tend to demoralize the people and to weaken the moral obligation of mutual assistance.

32. No class has, in my opinion, been permanently injured by the famine. The district is as prosperous now in March 1898 as it was in March 1896.

132. Attached is a form † of accounts introduced by me for village relief to enable every payment to be checked.

133, 134, 137. Canal officers complained that they could not get labourers. They were allowed to send canal employés to the relief works to take back people who were identified as having left canal works. When labour is being diverted from the usual channels, the officer in charge of a relief work should have power to refuse employment to persons who can get it elsewhere.

162. It was found that the presence of a relief work in the neighbourhood strengthened the hands of circle officers in refusing gratuitous relief. There are a great many doubtful cases in which a circle officer feels qualms about referring a person to a distant relief work, but can easily harden his heart if there is a work close by. Even petty repairs of a road executed by the District Board at a cost of a few rupees a day will serve the purpose of stiffening a weak circle officer's back and lightening his burden of responsibility. He can satisfy his conscience; even if the people whom he wishes to send there will not go, he has done his best.

177. At most periods more than half of the inmates of poor-houses were residents of other districts. One reason for this is that many people prefer to go to a poor-house away from their homes in order to avoid the disgrace of recognition.

179. Inmates were systematically drafted to works and to their homes. At the close of the famine many of them gave wrong addresses. Persons sent from here to a neighbouring district went to a poor-house there, gave Cawnpore as their address and came back here again: the same thing happened with paupers sent here as residents of Cawnpore.

199. "In October 1896, when the prices first rose, everybody was buying corn, and nobody would sell at a reasonable price. It was feared that cultivators would not get seed. Government stepped in and gave *taqavi* freely. Government officials used their influence with landlords and money lenders to help their tenants as usual. The moneyed classes, seeing what Government was doing, came forward to give seed. I have no hesitation in saying that if Government had not given *taqavi* on a large scale then, the area sown would have been very much less. It was not the actual sum distributed which made the difference, but the feeling of confidence engendered. It was the *Iqbal Sircar*, and, to use a slang phrase, Government backing its luck. It was really a big gamble; many people thought that the sowings would come to nothing."

Copy of paragraph 5 of letter No. 5418—XIII-56, September 9th, 1897, from Collector of Cawnpore, to Commissioner, Allahabad Division.

204. Subsistence advances should, in my opinion, be given only to those who have the means of sowing a crop, from which the advance will be repaid. The proper time to make such an advance is when the cultivator is preparing the land. Money will enable him to remain on his land till the crop is ready.

Mr. A. W. Trethewy.

29th Mar. 1898.

214. In the case quoted I approve of an immediate remission. In all cases suspensions should be avoided as much as possible. The landlord fears that the revenue will eventually be collected, and that he will be unable to get the suspended rent from his tenants; he is therefore tempted to collect it at once, disregarding the order of suspension. Of course in the past year suspensions were unavoidable.

215. The present high rate of interest is most disastrous for the agricultural classes; a man who borrows is ruined. There is little chance of an extension of accommodation in the case of an old debt. Land is very hard to sell. The people do not yet understand that these evils are the results of the tight money market, and not of the famine. I have a number of Court of Wards villages for sale and cannot get a reasonable offer for a large one. Purchasers are willing to pay sixteen years' profits for a small one; in 1896 I got twenty years easily. A zamindar the other day told me that he wished to buy shares in some villages of which he owned part already, but had no ready money, and could not borrow it under 15 per cent. at the lowest rates.

226. My principle was to give alms from the Relief Fund to persons who were not bad enough to come on the lists of Chapters V and X. The money was given a rupee or two at a time, not as daily allowance. The circle officer travelled about with some money for distribution and gave it as he thought necessary when inspecting the village lists. He often compromised by giving a rupee from this fund to a person who was hardly bad enough to be put on the Government list, but could not be rejected without an uneasy feeling of the possibility of a mistake. In some cases the money was given in addition to the Government allowance.

231—234. My plan was to give considerable sums, not less than R20 and often R30, to cultivators for the purchase of cattle. It seemed to me that every man set up in this way would be able to get some credit with the bania and would be in a position to help others by employing labour. Only those received grants who could not borrow from money lenders or give security for *taqavi*.

242. A great many wanderers were attracted to Cawnpore even early in the famine, because the city has the reputation of being very wealthy. The labouring classes are well off, and wages are high. The presence of these wanderers was a great nuisance; they preferred begging to living in the poor-house, and had to be sent there under compulsion, even when on the verge of starvation. The police had to pick many up and send them off on trollies; they were too weak to walk.

259, etc. In the south of the district, on the Jumna, population has decreased, especially among the lower castes. I think that the Chamars have gone to the city and to canal-irrigated villages for work. The movement began long before the famine, and does not seem to have been much accelerated by it.

282, etc. These are questions which only merchants can answer with authority. I think that the fall in exchange has made the price of grain rise during the last ten years, and that prices would have been higher during the famine if the money market had been easier. It should be noted, however, that some people think that the high rate of interest by restricting dealings in corn tended to raise prices.

(*President.*)—You are Collector of Cawnpore?—Yes.

You were there throughout the famine?—Yes, all through

In what month did signs of distress first show themselves?—At the beginning of September. At the time prices went up.

Was the harvest a complete failure in Cawnpore, or only a partial failure?—There was some maize, a few millets, and then there was some irrigated jawar in the canal tracts. Altogether it was a two to three anna food-crop.

In the canal tracts there was no regular famine I suppose?—The rise of prices affected them to a certain extent.

Was the whole of the district equally distressed?—For two months, January and February, it was severely distressed throughout.

You say in your written statement that when at last people were driven by want from their homes, they came with a rush. In what month was that?—In November.

These whole families who you say settled themselves on the road, did they include cultivators?—Yes, on the Moghal road in the south of the district.

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* The questions referred to are those drawn up by the Commission.
† Not printed.

Mr. A. W. Trethewy.

29th Mar. 1898.

When did village relief begin?—It began in December, and it didn't reach large proportions till January.

At the end of January there were 17,000 persons on village relief, and in February 18,000. The numbers dropped in March to 9,500. Was this the result of the letter dated 20th February from the Secretary to Government?—I had seen for myself that the numbers were high. We could not at first get native officials to give relief sufficiently liberally. When I went to the villages I put on more names. We had to urge them a good deal, and they went too far. I dare say the letter had some effect, but prior to its receipt I had understood the situation and taken steps to contract relief.

One of our witnesses, the Rev. Mr. Foss Westcott, told us that he and his brother missionaries gave casual relief in several villages near Cawnpore, and they gave it to people who seemed to them to be entitled to relief under Chapter V, and who seemed to them in exactly the same condition as people who were getting relief from Government. Are you sure that village relief was not cut down too low, though in the end there may have been a tendency to put it too high?—A few deserving people may have been wrongly omitted, but it must be remembered that in March the *rabi* crops were just coming in. It had always been intended to cut down the numbers then. After March I think the figures ran down to 5,000. I asked Mr. Simpson to make some arrangements by which he and Mr. Westcott would avoid giving relief to the same people. Mr. Simpson told me that Mr. Westcott was giving relief to whole villages.

I see the numbers on relief works were 43,000 in January, 76,981 on the 27th of February and 21,947 on the 27th of March. Can you tell us what was the reason of that great decline?—Some time in the first week of March wages were lowered from the 10-seer scale to the 12-seer scale, and this rise in prices corresponded with the commencement of crop cutting; all the people went off to works in their fields. There was a considerable rise in February owing to the rains, which threw labourers out of employment: so long as there was no rain the people got employment in raising water.

I see at the end of December and beginning of January wages were raised. The 10-seer scale and 9½-seer scale were generally adopted, and this seems to have led to the rise in numbers?—I don't think that that was the cause of the rise in numbers.

Do you think the immediate cause was the want of employment?—I think so.

The intermediate system was introduced in the first week of April?—Yes.

Did that lower numbers?—It did certainly, but I don't think numbers were very great at the time of its introduction.

At the end of March you had 24,947 and on the 24th April 1,099. Don't you think that was the result of the intermediate system?—It is difficult to say; I think it must have been almost entirely due to the intermediate system.

You raise the question whether admission to village relief works might not be restricted to persons put on a village list, under the supervision of the Circle Officer?—Yes.

Do you think that a system should be introduced by which small tenants in need of relief who have a reason for staying at home to look after their farms and cattle and weakly persons unfit to go a distance but capable of some work, and widows with young children and such people should be admitted to village works by an order or *chalan*, and that landless labourers and robust people should be refused admission to village works and sent to work under Public Works Department officers at a distance?—I think it might be possible, but not at the beginning of the famine.

A famine begins in November and December after the failure of the *kharif*. I suppose if you introduced such works you would introduce them later, say in February or so?—Yes. I should like some Public Works relief works first, and see how they were getting on.

And have village relief started as well?—It would be advisable to have some village relief.

Ought village works to be restricted to certain classes?—I don't see why they should be restricted to certain classes. I think they would be rather expensive.

If you had one in every circle could you not work them through civil agency or zamindars?—I think the circle would be rather too big.

I don't mean regular Revenue Inspector's circles, but minor circles?—Yes, two or three patwaris' circles. I should like to see a trial. I think it could be done.

You say in reply to question No. 28 that it is difficult to prevent distributors straining a point in favour of Brahmins. I suppose that is village relief?—Yes.

What sort of Brahmins do you refer to?—Brahmin widows.

There is no particular harm if they do strain a point?—You see relief given sometimes to Brahmins who could do without it and refused to Chamars who require it.

You say in reply to questions Nos. 133, 134, and 137 that canal officers complained they could not get labourers. What wages were they paying?—I cannot remember. I cannot say if they were paying by daily labour or piece-work. They were not paying as much as on relief works. I was referring to the Fatehpur Branch. Mr. Macleod spoke about people going to relief works.

You say in your answer to question No. 179 that inmates of poor-houses on being drafted to their homes gave wrong addresses?—It was towards the close of the famine. I think they did so because they wanted to stick to the poor-houses.

In your answer to question No. 204 you say subsistence advances should be given only to those who have the means of sowing a crop, from which the advance will be repaid. The proper time to make such an advance is when the cultivator is preparing the land. Where would that come from, Government relief or Charitable funds?—I mean *taqavi*.

Seed *taqavi*?— It is called subsistence *taqavi*. It is given simply to allow a man the means of support.

How much did you give altogether?—Rs. 1,571.

Given to cultivators?—Yes.

To be repaid with or without interest?—Without.

Is it given on the security of the holding?—Yes. Small zemindars give their own zemindary.

Do you think it is a useful system?—I think so. I don't think, however, it is capable of very great extension. I gave it to people who suffered from fires too. There are people besides who won't take ordinary relief but will take *taqavi* of this kind.

What people generally?—Small zemindars.

In answer to question No. 215 you say the present high rate of interest is most disastrous for the agricultural classes. Is it still as high as ever?—Yes.

What rate are the people paying now?—If a man gets 15 per cent. in the open market he considers himself very fortunate.

That is a man who gives security?—Certainly, landed property under favourable conditions.

If a man is not well-to-do he cannot get it at all?—No.

You say in answer to question No. 226 that your principle was to give alms from the Relief Fund to persons who were not bad enough to come on the lists of Chapters V and X. Under what head do you classify alms of that kind?—The third head; people who are ashamed to take relief in the ordinary way.

As regards the decrease of the population in villages, do you think that it is large?—It is very considerable in some villages undoubtedly.

I suppose it is a good thing. It has not gone to the extent of depriving villages of labour, has it?—Yes, it has.

Had you complaints?—Yes, we had to reduce revenue.

Has land gone considerably out of cultivation?—Yes.

Was there much loss of cattle during the famine?—No, I don't think there was.

Was there much sale of jewels and pots and pans?—I don't think there was. I didn't hear of it.

I suppose the tightness of money would affect the people who could get these things?—Yes, I think so.

What do you think is the condition of the people now as compared with what it was two or three years previous to the famine. Have they recovered?—Yes, I think so. Steady deterioration was going on independently of the famine in certain parts of the districts.

What was the cause of the deterioration?—Agricultural depression, bad harvests.

Is canal irrigation in the Cawnpore District a new thing?—No, it began before the Mutiny.

Has there been any great extension lately?—Within the last 20 years two canals have been opened; one is hardly yet opened. Two existed before the Mutiny and the third was begun about the time of the settlement, 20 years ago.

The opening of a canal in a district often injuriously affects tracts in drawing away labour?—I think it has done so to a certain extent.

You say in your answer to question No. 282, etc., that some people think that the high rate of interest by restricting dealings in corn tended to raise prices. What people expressed that opinion?—European merchants.

As to the sufficiency of the scale of wages, the point has been much argued. In some parts of the country the D wage in particular is held to be not sufficient to properly maintain people in an ordinary state of good health. What is your impression on that point. Do you think the D wage is sufficient to get them into a decent normal state of health?—When a man came alone it was probably not too much, but when the whole family came the wages totalled up gave them considerably more than they required. A family of Chamars got 10 annas a day and spent perhaps 7½ annas.

A large family?—About 2 men, 3 women and children.

If some of the families can save a little even out of the lower rates of wages, do you think that's a bad thing?—Not at all.

I mean to say it is the object of Government to get people to their villages at the beginning of the monsoons for agricultural work, and it is not easy to see how they are going to get on unless they have something in hand?—I have said in my note that if we hadn't given a great deal in January and February our numbers would not have dropped so easily afterwards.

I suppose they only saved in such cases by living on some cheaper food than the staple grain?—On the works I think they lived on the staple grain.

You don't think they eked it out with *mahua*?—We had very few on works when the *mahua* came. They may have got a little gram leaves.

As a matter of fact the people did plunder the gram fields?—They did not exactly plunder. They only took the leaves from the plants; this was not objected to.

(*Dr. Richardson.*)—They rather encouraged it, didn't they. They think pruning it in this way leads to its spreading?—Perhaps.

(*President.*)—Was there anything else they could get besides gram?—Ber berries. They mixed the ber and gram leaves together and made a sort of paste.

(*Mr. Holderness*).—You say the district is now as prosperous as it was before the famine. How was the mortality during the famine months. Was it much in excess of the normal?—Not for the district as a whole.

During the famine months there was no exceptional mortality?—The death-rate was high in the south-east of the district in the cold weather of 1896-97 and in the early part of the hot weather of 1897.

Was the mortality in September and October 1897 connected with privation?—I suppose the immediate cause was fever, but whether the fever would have proved fatal to the same extent without the privation preceding it I cannot say.

There was a rule laid down regarding village relief that ordinarily the number on the relief list should not exceed 3 per cent. of the population. With your practical experience what do you say as to the soundness of this ratio?—I should say it was very liberal for a whole district constituted like mine. I don't know if it would do for the worst tracts in the southern part of Cawnpore.

Taking a whole tahsil?—I should say so.

What was the precise object of substituting the 12-seer basis for the 9½-seer basis?—We thought we had too many people on.

Were prices at 12 seers?—No.

So the minimum wage was not given?—No.

Apart from the Canal Department had you complaints from private employers of labour that they could not get workmen?—I heard zemindars say they could not get labourers easily.

Were there any complaints in Cawnpore itself among the people employing labour that they could not get coolies?—I don't think we touched the Cawnpore labour.

Was labour coming into Cawnpore in excess of the demand?—The labourers in Cawnpore are entirely distinct. I do not think the Cawnpore labour was affected at all.

(*President*).—Did private employers in Cawnpore raise their wages?—No. I tried to get some of the people into mills, but they would not work there.

Were there any letters in the papers that on relief works they were giving excessive wages?—There was a letter from Etawah.

(*Mr. Holderness.*)—It seems that outside the Canal Department there were very few complaints that labour was short in consequence of relief works?—Very few. There was no demand for labour in February.

Then came apparently the harvest and with that the people went to the harvest?—Yes.

Then from April to the rains you only seem to have had about 1,000 to 2,000 people on relief works. Did that supply all the labour that was required?—I think it did. There was a good deal of labour in the canal-irrigated villages. There was melon-growing in the Jumna tract, and that absorbed a good deal of labour.

From April to the rains had you ever requests from people for work or complaints that they could not get work?—Perhaps a few, nothing worth mentioning.

What is your opinion as to whether the intermediate system gives sufficient relief in tracts distressed like yours?—It would not have done at the beginning.

At that particular time?—I am inclined to think it did.

I understand a family could earn enough to keep itself?—Yes, if they earned the full wage.

Did they do the full task?—No. We could not get enough diggers. We got weakly people.

What did you do then?—Dressed the road.

Were people ever turned away because there was not a sufficiency of diggers?—At the beginning when the rules were not understood perhaps they may have been, but only for a very short time; later on certainly not.

I suppose the intermediate system was not popular with the people?—No.

Latterly when it was working properly, do you think the people earned a fair wage?—I think they did, but there were so few diggers.

It was not sufficiently attractive for the digger?—No.

Then on these works subsequently kitchens were started for children?—I think we gave cooked food.

Had children run down?—Not on works more than in villages.

Had they run down in villages?—Yes.

Then what was done?—One could do nothing except give an allowance for the child to the mother. We hadn't time to distribute food in the villages.

Do you know if the general rate of wages of labour in Cawnpore has increased within the last 10 years or so?—I think so, but I cannot give a decided answer. It would be necessary to particularize tracts.

(*President.*)—I suppose wages are still paid in grain in villages?—Yes, sometimes, not always. The ordinary wage is so much pice and *chabena*.

(*Dr. Richardson.*)—You didn't hear it said that there was anything peculiar about this fever which was so prevalent in October and November, whether it was contagious and connected with famine?—It was simply the ordinary malarial fever as far as I know.

Did it attack all classes?—Yes.

Not necessarily those run down with privation?—No, the fever was universal.

What was the first form of relief in your district?—I think absolutely the first form was the poor-house opened from private subscriptions.

When?—About August or September 1896.

Were there many beggars?—Yes.

Were these in any numbers?—30 to 40 people were admitted who were chiefly suffering from ulcers.

Then the State poor-houses were not opened till later on?—We had a poor-house opened from private funds in October. That was taken over by the State in November.

Was that well filled?—We had 500 almost all at once.

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That seemed to have indicated that there was considerable distress?—There was no question about that. You had only to walk about Cawnpore to see it.

Were these people wandering about in a very bad state?—Yes, very much emaciated.

You say in answer to question No. 242 that the police had to pick many up and send them off on trollies; they were too weak to walk. I suppose you mean those you talked of just now?—This refers to a later period.

Who were the people who came first to your poor-houses?—Chiefly vagrants.

From what direction were they heading?—From across the Jumna or Ganges. Cawnpore has the name of being a rich city and people were coming into it.

Was the mortality among them high?—Yes.

Were you satisfied with the amount of medical aid placed at your disposal?—Yes. We were better off than many of the districts surrounding us.

You began in good time?—Yes.

And had sufficient medical relief?—We hadn't a superior officer till April.

What did the District Medical Officer do?—He could not go about and see relief works. He is not expected to go to camp.

Who did the inspection?—No medical officer did it.

Do you think you had a sufficient organization to meet the needs of the wandering beggars and emaciated people?—I think we had.

Was the ration sufficient?—I think quite sufficient; it may have been a little bit too good. I think they were not accustomed to anything so good.

Had the medical officer a free-hand to give extras?—Certainly, anything the doctor considered necessary was given.

You had no complaint to make as regards the sufficiency of medical aid?—No complaint.

He went round and saw that the subordinates were attending to their duties?—Yes.

(*Mr. Higham.*)—The Fatehpur Branch of the Ganges Canal was in progress?—Yes.

Was it worked entirely on relief principles?—At first departmentally. Later on on relief principles in Fatehpur.

Work was being carried out on departmental principles?—It stopped after a time. There was no work done in Cawnpore which made any diffrence in the demand for employment.

You would have required as many relief works if the canal work had not been in existence?—Yes. Relief works at Sarh were within a few hundred yards of the canal.

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Mr. J. HOPE SIMPSON, Officiating Collector of Banda, called in and examined.

I put in a written statement of evidence.

I must premise that I only took over charge in Banda after the close of the famine, and was therefore not personally acquainted with the methods of relief employed, which were peculiar to the famine administration of the district. From December 1896 to October 1897 I was stationed in the Jhansi district, and was engaged part of the time on village relief, part of the time on the distribution of charitable relief, and during the whole of my stay I was in charge of one or other of the poor-houses in that district.

My remarks anent departures from the prescriptions of the Famine Code in the case of relief works are mainly based upon correspondence (official and demi-official) carried on by my predecessor, Mr. H. C. Ferard, and upon notes left by him before his departure for England.

Opinions which I may venture to express with regard to village, poor-house, and charitable relief are the result of my own experience, unless the contrary is expressly stated.

(*a*) As far as I can ascertain, the following were the principal deviations from the provisions of the Famine Code in this district:—

(i) *Section 66.*—It was found in practice impossible to classify relief workers in the manner laid down by this section. The numbers crowding to the works were so large, and the conditions of the district are so backward, that a much rougher classification was necessary and was resorted to The following was the classification which was carried out, and it appears to have worked well:—

Class A.—Able-bodied diggers (*beldars*).

Class B.—(i) Weaker men employed as carriers.

(ii) Women of all classes fit for carrying work.

(iii) Children, 12 to 16 years of age.

Class C.—(i) Men, from weakness or other cause incapable of work.

(ii) Women.

Class D.—(i) Children, 7 to 12 years of age.

(ii) „ below 7 years.

Of the above classes, C and D were the dependants. During the earlier stages of the famine the children in class D received two pice or one pice according to age. Later cooked food was provided for them, and this system was found to be by far the most effective.

The question of payment of a money wage at all on relief works appears to me to be one which requires serious consideration, but there are many cogent reasons why classes C and D (dependants) should always be remunerated in cooked food and receive no pice at all.

(ii) *Sections 70 and 71.*—The task system was carried out on a rough and ready calculation. As far as practicable, 15 diggers (*beldars*, class A) were included in each gang, and the work of the gang was fixed according to the task demanded from the diggers. For example, supposing the gang to consist of 100 individuals and to contain 15 diggers, and the task to be 100 cubic feet, the total work demanded from the whole gang was 1,500 cubic feet dug and carried. It is obvious, therefore, that the determining factor which fixed the payment of the gang was the diligence or otherwise of the *beldars*. The task allotted varied from 80 to 130 cubic feet per *beldar*.

The above method worked very well in practice, and I cannot suggest any fairer method when the numbers are so large that it is practically impossible to classify individuals and fix the task for the gang on the total of the tasks which should thus be arrived at.

(iii) *Section 74.*—In this district the mate was chosen by the officer in charge, not by the gang itself. It was found impossible to maintain the system laid down in the Code in this respect. The system adopted worked successfully in practice, and there were no complaints with respect to it.

(iv) *Section 85.*—Latrines were at first constructed, but the people could not be got to use them. Finally a boundary was fixed and marked out by flags, and offices of nature were not allowed to be performed within the boundary. The conservancy establishment went round and buried night soil found lying about outside the boundary. This system worked very well.

(v) *Sections 87 and 88.*—It was found that a daily payment was essential at all periods of the famine, payments being made not to the head of the gang, but to the individual.

(vi) *Section 90.*—The minimum wage was given on all days when the workers were prevented from working owing to no fault of their own. The section might be amended on these lines.

(vii) The "modified intermediate system" was brought into use when the rains fell. It is a much more severe system in practice than the full Code system, but it has many excellent points. In the case of severe and general famine it would probably only be found practicable in the case of local works on the system employed in the south of Allahabad towards the

close of the famine, and in connection with a very close and extended section 54 relief. In the beginning of a famine on test works, and at the close when other work is available, it is an excellent deterrent system.

(*b*) The success of the relief operations was most extraordinary. I shall be in a position to give the Famine Commission figures with regard to the general mortality of the district which will illustrate the success as regards saving life. No death was reported as being due to starvation, and though there can be no doubt that deaths occurred from privation and want at least in a secondary degree, their number was marvellously small, as is proved by the figures generally.

The condition of the district at present is wonderful considering the stress through which it has passed, and an index to its material prosperity is found in the following statement of collections of revenue and *taqavi*. These collections have been made with very slight recourse to coercive processes.

	Collected.	Balance.	Total.
	R a. p.	*R a. p.*	*R a. p.*
Revenue, kharif, 1305 fasli .	4,74,902 8 6	22,021 9 11	4,96,924 2 5
Arrears from rabi, 1304, fasli	88,149 13 7	4,886 11 9	93,036 9 4
Taqavi	95,304 12 5	65,759 9 1	1,61,064 5 6
Total collections .	6,58,357 2 6	92,667 14 9	7,51,025 1 3

That is to say, that in an ordinary year the amount to be collected this *qist* would have been just under five lakhs, and yet the people generally are in such a good condition as the result of a splendid harvest and careful administration during the famine that they have paid more than six and a half lakhs of what they owe to Government as the accumulation of several seasons of default. It would have been absolutely impossible to have collected the amount which has actually been collected, even with a free employment of coercive process, had not the people been encouraged by a wise provision, and a judicious distribution of *taqavi* and Indian Famine Relief Fund money, to till their land and sow it last June and July.

The following table shows the area under kharif and rabi this year compared with the normal (average of the years 1298 to 1302 fasli inclusive) area in acres :—

Kharif, 1305 fasli.	Normal.	Rabi, 1305 fasli.	Normal.	Total, 1305 fasli.	Normal.
463,946	467,820	305,323	487,313	769,269	955,133

The rabi area is very considerably less than the normal, while the kharif area was practically normal. This state of affairs is due (1) to the large amount of *taqavi* and Indian Famine Relief Fund money distributed in May and June before the kharif sowings ; (2) to the very high price of seed grain for the rabi, gram for seed costing in places as much as four or five *seers* to the rupee ; (3) to the fact that the rabi sowings require a very much larger amount of seed than the kharif.

The figures quoted are very reassuring and to my mind are sufficient of themselves to refute any charge of insufficiency of relief. Any further proof of success, which might be necessary is to be found in the physical condition of the population at the present moment. That condition is one of normal well-being and comfort, except in the case of the wanderers and waifs who have been left stranded on the subsidence of the great tide of relief. They, however, are the poor who are always with us.

With regard to economy, it is difficult to speak with authority. I shall be in a position to give the Commission information with regard to the relative costliness of the various forms of relief, from which, I think, it will appear that the cost of relief per individual could not well have been diminished. The matter for debate is whether or no, in the attempt to relieve every individual who was in actual need, numbers have not been relieved who as a matter of fact were not in urgent need of relief. It appears to me that as long as wages on relief works are paid in pice, there are found to be a certain number of persons who will resort to those works before they are actually in want of food. I think it is also probable that at first the wages given on relief works were more than was actually necessary to support healthful life, in the case of families who resorted to the works *en masse*. It is difficult to advance proof of a proposition of this nature, but there are two facts which have been brought to my notice in this connection—one of them is that a good few of the workers were able to save a small amount ; the other is that on the works there were shops of various traders who sell what to the ordinary labourer are luxuries. One of the officers in charge informed me that on his work there were the shops of traders of the following descriptions : tobacconists, tailors, vegetable sellers, *bharbhunjas*, butchers, *pan* sellers, *bartanwalas*, and sellers of imitation jewellery.

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The fact of these shops remaining on the work argues that they were driving a trade.

There may be an explanation of this in the fact that the smaller cultivators went on to the work before they were in abject distress, in order to save the little they had for the next sowings, and I think that this very probably did happen. I am not at all sure that it is a bad thing that it should happen. It is probably partially the cause of the present satisfactory state of the district.

Considering the enormous numbers on relief, the famine was economically run, and I think that the only possible method of keeping down the numbers to those who actually would die in case relief were not given, would be to distribute cooked food instead of pice. I am aware that there are many objections to this course, and that it is open to much peculation, but I believe if it were tried on a portion of the work, the difficulties would probably prove to be such as could be overcome. The project would have to be worked out in detail beforehand and careful preparation made for its actual working, but I believe that it would be eminently successful in keeping numbers down to those of the persons in actual severe distress.

An alternative scheme which is open to more objections still is the payment by cheques on the bania, each cheque representing a certain ration of dry flour. I believe that the difficulties connected with this scheme might also be overcome by careful forethought and supervision.

With regard to village and poor-house relief, I would record my opinion that the present system could not be improved upon as far as economy is concerned. Village relief under section 54 is the cheapest and most effective form of relief in every way. It would be impossible to extend it at the expense of relief works, owing to the danger of moral demoralization of the recipients, but it is a form of relief which is popular, very effective, and very little open to opportunities for peculation if properly supervised. During the Jhansi famine there was only one case of peculation in this form of relief reported. Both poor-house and village relief need much supervision and very hard work on the part of superior officers, but for that they are prepared when famine declares itself.

I am afraid that in the above remarks I have included a good deal which should by rights have come under head (*c*). With regard to that head, I would add the following remarks :—

(1) All test works should be commenced in those parts of the district where distress is most pronounced, and should be on the modified intermediate system, the distance test being inoperative and difficult to work, and the task test being the only possible index to the reality of distress. Poor-houses should be opened at centres where there is an influx of emaciated beggars, simultaneously with, or, if necessary, even previous to, test works.

(2) With increasing distress the system of local small works, still on the intermediate system, coupled with extension of section 54 relief, should be resorted to.

(3) When famine declares itself pronounced, large works on the full Code system, as modified by the experience of the present famine, should be opened. Payments to be made, if possible, in food.

(4) Towards the end of famine, when field work opens, the modified intermediate system to be again brought into action, coupled with the necessary extension of section 54 relief, which will probably be considerable.

(5) Poor-houses to be continued after the close of the works until the new harvest comes into the

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markets, when charity may be assumed to again begin.

(*d*) *Poor-houses.*—The present system needs amplification in many respects. There is at present no legal power to enable officers to transport to relief works paupers who may be passed as medically fit for work. As a matter of fact, during the past famine this course was freely resorted to by the officials in charge at Jhansi, but the paupers frequently succeeded in escaping on the way. I would recommend for serious consideration whether male paupers who resort to this practice and again turn up at the poor-house should not be liable to whipping in case of detection, and also in case of physical fitness. In the case of male paupers physically unfit, and of female paupers, punishment should be given by application of the penal ration and consistent refusal of any of the extra diet which was granted generally from charitable funds.

2. Power should be given to the superintendent of a poor-house to refuse to allow any pauper to depart from the poor-house who is obviously unfit for work and can only subsist by begging. The matter to be put up before the official visitor at his next visit.

3. All Magistrates should have the power to order the incarceration of beggars in the poor-house. In Jhansi the number of beggars in the streets of the city was often considerable, and it was the custom to send those who were physically unfit for work to the poor-house. Such orders were, however, necessarily purely executive. Many persons appeared to prefer one full meal a fortnight and starvation the 13 other days to regular small rations with loss of liberty and enforced cleanliness. The last-named was probably one of the most deterrent features in connection with poor-houses.

Village relief.—The lists should be prepared when scarcity is first apprehended, and relief should begin at latest at the time of commencement of test works. Possibly it will at that time be only necessary on a small scale, but the people first hit by famine are not the healthy, who would go out to test works when pressed, but those who in ordinary times subsist on a charity which ceases at the first approach of scarcity. Early commencement of village relief would not only prevent the recipients ever getting into such a low physical condition as to be unable to withstand the slightest attacks of disease, but would also prevent the influx of beggars into the towns, an influx highly undesirable on all grounds.

2. Village relief having commenced, the whole plan for its extension in case of increasing distress should be at once worked out, the tahsil imprests increased as may be required, and everything be brought into working order in case of any large extension being necessary. In case of severe famine the kanungo's circle is too large a unit. In Jhansi two officers were detailed for each kanungo's circle. I can imagine circumstances under which four relief circles in each kanungo's circle might be necessary. There is no reason why these circles should not be mapped out ready at an early stage and numbered 1, 2, 3, and 4. At the commencement one officer might supervise all four. Later on he might be posted to numbers 1 and 2 and a second to numbers 3 and 4. In the extreme case each of the four sub-circles might be made a separate charge.

3. The closing of village relief is a very important portion of the closing of relief, and it should be the object of much judgment and consideration. As in the case of poor-houses, it seems to me that it should not entirely cease until the pockets of the cultivators are filled by the sale of the next harvest's produce. There will be no danger of misuse of the relief if it is properly supervised, as the index to necessity in the case of village relief is actual physical condition.

4. The question of relief to those who have relations who ought to support them and do not is a difficult one. If the rule is that no one is to die of starvation, physical necessity will be the guide in such cases.

In conclusion, I may say that I shall be prepared to give evidence on many points on which I have not touched in this note, but which are suggested in the questions. I may add that the orders reached me so late that I have been unable to draft the note as fully as I should have desired to do.

(*President.*)—You are at present officiating as Collector of Banda. You were in the Jhansi District during the famine?—Yes

As regards the description that you give as to the classification of relief workers, is that taken from Mr. Ferard's paper?—Yes, his final note, and also to a certain extent from what I heard from officers-in-charge.

I don't suppose you mean that the able-bodied diggers, whom you put as A, got the A class wage?—There was a certain wage fixed for diggers which was larger than the wage for ordinary men.

You have not gone into the question of the changes in wages?—Wages were changed three times.

How was it changed?—The maximum was raised and the minimum reduced. In January and again in March the minimum was reduced.

Did you reduce it by assigning a lower rate of the current prices?—Yes.

I notice in your classification under class D that you had two classes of children—(i) children 7 to 12 years of age, and (ii) children below 7 years. Was it the rule for children under 12 to work?—As far as possible they made every child do some work, but there was no check on that work.

I suppose children from 7 to 12 got 2 pice and children below that one pice?—Yes. I think it was in April or May that kitchens began and after that no pice was given for non-working children.

Do you think that the one pice rate was enough for a child?—I think it proved to be sufficient. It used to be originally two pice and then in March 1897 it was reduced to one pice all round.

And then after that cooked food was substituted?—Yes.

So there was not much opportunity of seeing if it was enough?—No.

Was it a part of your duty in Jhansi to see relief works?—No. I only inspected relief works in camp, and even that was not a part of my duty.

Your duties were particularly connected with village relief?—Yes, and poor-houses.

(*Mr. Holderness.*)—I think your relief was started at the beginning of December?—Yes, it really did not get into fair working order till January. Before that month the imprests at tahsils were too low and many ran out.

All over the district?—Yes.

For the purposes of preparing the list of district doles what circle inspectors had you?—Originally one kanungo in each circle and then we added an assistant, a promoted patwari. As a matter of fact the promoted patwaris in Jhansi did well, but in Banda badly.

How many circle inspectors had you then?—I am afraid I cannot say.

The kanungos were doubled?—Yes

Gratuitous relief got into full swing in January?—It was in good working order in February; it was extended in July.

In February you had 7,000 and in April 12,000. What was the cause of that steady extension?—I think the cause was the inspection in camp. I had to double the village relief in Moth.

When?—In February 1897.

When they reached 15,000 had you as many as you considered necessary?—It is difficult to say. Under the system we were working under we had as many as necessary.

What system?—The full Code system.

There was no change of system till the rains?—Not till July.

I see at the end of July your numbers went up on gratuitous relief. What was the reason of that?—When the intermediate system came into force there were no dependants on works. That drove many persons who could not work to village relief I am sure the number was not extravagant.

In Jhansi at the end of May and beginning of June you had from 8,000 to 9,000 dependants on works. Those disappeared as soon as you introduced the intermediate system?—Yes

And you brought them in to village relief?—Yes.

Was it your impression that it might have been extended somewhat?—I certainly don't think relief was at all extravagant. I think the increase was fully justified.

Were the people in your poor-houses residents of your district?—At one period there were a good many people from Native States.

Were measures taken to draft the people back to their homes?—Yes.

What about the people from Native States?—We wrote to the Political Agent, and he arranged to send people down and take them away.

Did that go on continuously?—Yes.

The poor-house population reflects that constant weeding?—Yes.

Were the bulk of those in the poor house people of the district?—Yes.

In what state did they come?—Some of them came in a very bad state, especially those we had caught and put in. There was a large proportion who were unfit for the poor-houses, and those we drafted to works. They used to run away on their way there.

Weakly people you sent back to their villages afterwards?—Yes, whenever we could. We did it through the tahsil chuprassie.

Were these placed on gratuitous relief?—Yes.

What did you allow as dole?—Originally it was five pice for a man, four for a woman, two for a big child and one for a small child. Afterwards we reduced it respectively to 4, 3, 2 and 1.

Was that reduction justified in your opinion?—Yes. I saw a decided improvement in one month.

Even on the reduced dole?—No. I cannot say that.

(*President.*)—What was the dividing line for children?—Small children would be those under five years of age.

(*Mr. Holderness*).—You say they improved on the dole?—I saw a distinct improvement.

As regards the smaller dole, you are not prepared to say that it brought about an improvement?—No.

Was that not an indication that children were fairly well kept by their parents?—On the whole parents were very good to their children, but I saw some terrible cases of neglect.

How did you deal with them?—We could not deal with them. I tried to make the zamindars responsible for them.

In these cases where children were emaciated, was this due to neglect or sickness?—I cannot say exactly.

You say in your note as regards the success of relief operations that you are in a position to give figures regarding the mortality of the districts?—I have only Banda figures, not the Jhansi figures.

Although you have not the figures for Jhansi, I suppose you know the course of mortality in the Jhansi District? How do you account for the rapid increase in September and October?—I think it was partially due to the closing of village relief and poor-houses.

In your opinion it might have been better to have kept the poor-houses and relief works open?—I think many of the people who died in those months had lived to a great extent on charity ordinarily. Private charity did not begin till the harvest was over. Between the closing of poor-houses and relief works and the opening of private charity there was a lacuna.

When did private charity begin again?—In December, possibly in November.

In stating that do you state it from village inspections?—I was in camp in Banda in October and I saw that, on the whole, physically the district was extremely good, but there were a few cases of emaciation. Possibly we kept some people alive through the famine, who even in an ordinary year would have died.

From what you saw in Banda you got the same impression as regards Jhansi?—I cannot speak of Jhansi.

In Jhansi in the early part of the year the mortality was high. To what do you ascribe that?—It was due to the cold and wet weather affecting everybody. We took three dead bodies out of the poor-house one morning after a wet night.

(*President.*)—Were they badly clad?—They were very well clad, but the people had no stamina.

(*Mr Holderness*).—You say the success of relief operations in Banda was extraordinary. Was that as regards the general mortality?—At the time of highest pressure there were 42·3 per cent on relief works and our normal death-rate for the year is 31·08. The death-rate in 1897 was 51·83, out of that in the last three months when relief had closed the death-rate was extremely high, so it is not fair to put that down to the famine. If we reduce the death-rate for the three months to the normal we get 41·67.

Was it a healthy year?—Yes. There was practically no cholera.

Do you know the October, November and December death-rates?—In October it was ·48 per cent., in November ·51, and in December ·41. That would be on a population of 705,000.

Apparently you consider this high death-rate at the end of the year the result of privation?—I think it was to a great extent due to that.

You are inclined to the opinion that it might have been reduced if relief measures had been kept on?—Yes, if poor-houses and village relief had been kept on. That is only my impression.

You say the condition of the district is wonderfully good?—Yes.

Is the rabi area less than the normal?—It is three-fifths.

The kharif area was normal?—Yes.

And the general condition of the people in camp?—Wonderfully good. You could not tell now externally that there had been a famine at all.

What is the condition as regards debts?—Some of the big landed proprietors are bankrupt; tenants and labourers are not much in debt.

Then as regards the suggestion that numbers might have been kept down by giving labourers grain or cooked food?—It is a difficult question. I have no doubt that many people were on works, who should not have been there. It is difficult to prove. In Banda there were many cases of men on relief works who had their cattle stolen; from that I should conclude that they were not in absolute want. In Banda Mr. Forbes told me he always met well dressed little girls in the evening going home from the works, and they said they had gone to works to get pice for sweet-meats. Rupees 10 was discovered among three people who had saved the money on the Orai works.

As regards cultivators, it is a good thing, is it not, that they did not sell their cattle?—Yes, an excellent thing. It is certainly a question whether people should not be relieved before they are in absolute straits.

You are in favour of giving legal powers to detain paupers in poor-houses and to enable officers to transport to relief works paupers who are fit for work. If such were permitted, would there not be extortion on the part of the police?—I would not have the police in the matter at all. It would be done through the action of the Magistrate.

(*President.*)—With reference to both Banda and Jhansi, do you think the death-rates are up to the actual. Do you think, if after a famine, careful village to village enquiries were made as to the people who had disappeared or died that the result would be larger than was given?—In Banda certainly. There was a careful check made of the chowkidar's books in November and December, with the result that in one Police circle 70 previously unreported deaths were reported, ranging from May to November. These came on to the returns after the check. In Jhansi the police had paid great attention to the matter, and so it was much better.

Do you think in Banda and Jhansi many people wandered to other districts and died there?—No.

(*Dr. Richardson.*)—Has the population of Banda decreased as a result of the famine?—Yes, by over 32,700 since 1891, this being the actual excess of deaths over births.

As far as you saw was the medical assistance in Banda sufficient?—I think it was certainly.

When the famine had disappeared you had only a residuum of feeble people?—When I went to Banda there were only some orphans left.

Were there many orphans?—There were 370 when I went there.

Were they sickly?—In Kirwee they had mumps and ulceration of the gums. We could not cure it, and then we found that the real reason was dirt. There was ophthalmia which was due to dirt, I think.

Did many lose their sight?—There were two cases of total blindness and six cases of partial blindness.

You had ulceration of the gums. Was there any suspicion of scurvy among the poor-house population?—We called it scurvy. It did not yield to ordinary treatment.

Do you think the sanitary condition of these poor-houses was satisfactory?—The Jhansi poor-house was in a splendid position, and very easily kept clean. The Banda poor-house was closed before I went there.

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(*Mr. Buse.*)—Did people under class D get paid the D wage of the Code?—The maximum the men got was 7 pice, the minimum was 5. The maximum was increased in January to 8 and the minimum reduced to 4, because we found that people came who did not really need assistance, finally the minimum was reduced from 4 to 3. The weakly got a maximum of 5. The women got a maximum of 5 pice right through. Their minimum was the same as the men's. Children got a maximum of 4 and a minimum of 3 all through.

What was the rate taken as a basis?—In January I think it was fixed at 10 seers and in March it went to 12 seers. As a matter of fact I think it was finally fixed at 11.

With the permission of the President the witness made the following statement:—

I see the Revd. Mr. J. R. Hill in his note says that in the year 1895 there was a famine in Banda.

I was in Banda till April 1895. The death-rate in Banda during that year was lower than for years and distinctly lower than the normal.

MR. A. CUERDEN, Supervisor, District Surveyor, Hamirpur District, called in and examined.

Mr. A. Cuerden.

29th Mar. 1898.

I put in a written statement of evidence and written answers to the Commission's questions.

* 27. This section was carried out in its entirety in respect to the Public Works Department until the issue of the rules under Government Order, North-Western Provinces and Oudh, No. 18, Public Works Department, dated the 5th December 1896, and even then the Collector was always consulted in respect to any matters which arose and which were not provided for in the rules, and in cases where the rules had to be modified in any way to suit local circumstances. Any decision arrived at in such cases was reported to the Divisional Engineer by the District Surveyor. Thus the scale of tasks was always settled by the Collector and the District Surveyor in consultation, and the results were communicated to the Divisional Engineer for his approval. If the Divisional Engineer requested any modification, it was carried out.

Similarly, all orders received by the District Surveyor from his departmental superior officers were communicated to the Collector for his information and were carried out. If any modifications of these orders seemed necessary, the Collector and the District Surveyor in consultation made the necessary modification, and the latter officer communicated the change made to his departmental superior for approval and sanction. This method of arranging matters worked, on the whole, very satisfactorily. At first the wages were fixed by the Collector, but after the issue of the G. O. No. 18, Public Works Department, of 1896, the Commissioner fixed the wages for the whole division, and this was more satisfactory, as there was then no difference to tempt people to go from one district to another. From this time no change of wages was permissible without the Commissioner's sanction. In this district the Collector authorised the Joint and Assistant Collectors, Deputy Collectors, and Tahsildars to inspect and report on large relief works under the Public Works Department, and, if they found it necessary, to have any defect or deficiencies of management remedied on the spot. The reports made by these officers the Collector sent to the District Surveyor, who issued any order or called for any explanation which he considered that the report necessitated. This was thus a very good arrangement and of great assistance to the District Surveyor in the control and management of the Public Works Department relief works. I think, however, that only revenue officers down to the rank of Deputy Collectors should make such inspections and reports.

37. Under this section all officers in charge of Public Works Department relief works were supplied with printed forms of reports on service post-cards. These daily report post-cards were posted daily by the "Officer in charge" to the Collector, to the Divisional Engineer, and to the District Surveyor, and they supplied the following information for each day:—

> (1) The number of men, women, and children workers separately; (2) the number of men, women, and children dependants of the relief workers; (3) the total of all classes; (4) the quantity of work done; (5) the total expenditure for the day; (6) the deaths and the cause of death.

This daily information was very valuable to the officers concerned and was easily procurable by the officer in charge from his charge day book. To the Collector the post-cards showed the numbers on work, and the increasing or decreasing tendency in each part of the district, and also the mortality and its causes. To the District Surveyor, besides also conveying all this useful information, it showed how much work was being done daily and the daily expenditure, from which he could watch the cost of the work, and could also estimate how much money the work required every week or ten days, and enable him to arrange for it well beforehand. To the Divisional Engineer all the information was useful, and it enabled him to judge pretty accurately the money requirements of the districts in his division. I think the usefulness of these post-card daily reports cannot be over-estimated.

38. At first the officer in charge of a work submitted his weekly progress return (Form III) to the District Surveyor and also sent a duplicate to the Collector, but this was found to delay the return sometimes. He was then required to submit only one copy of the report to the District Surveyor and the District Surveyor furnished the Collector with a copy, the original being retained by the former officer as the voucher for his expenditure. This system was also found to delay the Collector's weekly report, until it was finally arranged that the District Surveyor merely compiled a suitable abstract for the Collector from the original Form III. This arrangement worked well to the end, and, taken in conjunction with the daily report post-cards, furnished the Collector with all the information which he required.

39. Each week, together with his Form III, the officer in charge of a relief work submitted to the District Surveyor on a printed form a report on all the matters noted in the section. The District Surveyor then took any action which he considered necessary, noted the action taken on the reports, and then sent them to the Collector, who, after reading them, returned them to the District Surveyor with a note of his own as to any further or any modified action which he considered necessary, which were then given effect to by the District Surveyor.

63. This order was not followed. Large works were opened from the first, and small works [65(*a*)] were opened later on in the summer. This was a much better arrangement, as the small works somewhat relieved large works at the hottest time of the year, when epidemic diseases such as cholera were likely to break out where very large numbers of persons were congregated together. Very often in one Public Works Department relief charge both large and small works were worked in conjunction, where the situation of the latter made it convenient to do so, as, for instance, a large road work together with roadside tanks, which were, as a rule, "small works" [section 65(*b*)].

40. Noted on in notes on sections 38 and 39.

66. Out of the relief workers the proportions properly falling under classes A and C were found to be so small that it was not worth the time and trouble involved in sorting out and registering these two classes, and so these two classes were not used in the musters; only two classes were used, *viz.*, class B, healthy persons fit to perform an ordinary task, and class D, weakly persons; all comers were grouped under these two classes only, incapable adults and non-working children being classed as dependants gratuitously relieved. This simplifying of the classification saved much loss of time, trouble, and confusion. This was found out and the change first made early in the Bundelkhand famine of 1896. As far as I noticed it, I found very few persons properly of class C who came to the Public Works Department relief works. Those who did come were usually employed as mates of gangs, supervising mates, water drawers and carriers, cooks in the camp hospital and the kitchen for the feeding of children; but with the exception of the mates they were all paid the same wages as were paid to a B class labourer for a full task since their work could not be measured; at the same time any who were found idle or lazy were fined, and for contumacy were turned out of these special gangs and put into ordinary ones. The mates were paid six pies more than a B class worker; but he was, like his workers, subject to a fine for short work done by his gang.

* The numbers refer to the sections of the North-Western Provinces and Oudh Famine Code.

The children from 7 to 14 were counted as workers and were formed into two grades under their respective classes B and D; those from 11 years to 14 years of age in one grade and those from 7 to 11 in the next grade. These two grades were paid proportionately. Children under 7 years were classed as dependants and were formed into two grades, *viz.*, children in arms nourished by their mothers, and those not so nourished.

This classification continued in force until the issue of G. O. No. 18, Public Works Department, of 5th December 1896, after which the classification laid down in paragraphs 35 and 36 was adhered to. This classification, it will be seen, is very slightly different from the one formerly in use and described above, but in that little difference it is simpler which is a distinct gain, and I therefore consider it better and prefer it. The chief difference is that the children are graded without respect to class B or D, and that children over 16 years instead of 14 years are counted as adults.

69. As explained under section 66, persons falling under class A were inconsiderable, and were not therefore classed as such. Ordinary works were not in progress at the same time as relief works.

70. The provisions in this section were carried out throughout until the rains broke in 1897, when first the intermediate, and a little later the modified intermediate, systems were introduced. The former was hard, as it did not include dependants and children, and the workers never earned sufficient to support their dependants as well as themselves, with the result that these suffered for the few days until the introduction of the modified intermediate system. This latter, I consider, an excellent system, and suitable for relief works even in the height of distress for the following reasons: (1) that it encourages industry to a reasonable extent by offering a slightly higher wage for a task performed which is a little more than the standard or ordinary; (2) it provides for punishing idle and contumacious persons in a manner in which they really feel it, that is, it pays them short wages for short work done without any condition of the limit of a minimum wage. I noticed that the minimum wage made a very large number of persons idle; they found the minimum wage sufficient to get along with without being left hungry, and so they just did as much work as they liked. It may be said that sections 92 and 93 provide for punishing such persons, but it is not so; section 93 says that such persons may be fined below the minimum, but only temporarily, but when thousands of persons are idle or contumacious day after day fining below the minimum cannot continue without transgressing the provisions of the section. The people soon got to understand this, and a very large proportion of them preferred to idle on the minimum wage. It might then be said that such persons might also prefer to be idle even if steadily fined below the minimum wage, and so be slowly starved to death. I do not believe that they would; on the contrary, I feel sure that such a system of fining as is provided by the modified intermediate system would stimulate lazily disposed persons to sufficient industry to enable them to at least earn a wage equal to the minimum, that is, to earn a bare subsistence wage. On the other hand, the maximum task and wage above the ordinary provided by the modified intermediate system would enable industrious persons to earn a little more than the ordinary and provide themselves with a few reasonable additional comforts, and the idly disposed ones, seeing this, might in many cases try to imitate the good example. I have already explained in my note on section 66 that the classification of relief workers into the four classes A and C were found to be inconsiderable. These two classes were not registered. Now I think the modified intermediate system would cause persons of class A to classify themselves by the quantity of work which they did, and it would at the same time enable men of class B to work up to the higher task and wage. Another good thing in the system is that when the men did a good day's work, their women and children would also receive a higher wage, and from what I have observed, I have found that the persuasions of their women have a good deal to do with the energy put forth by the men.

I take it that if the modified intermediate system was used, that although the high, ordinary, and low tasks would remain constant for the same sort of work, that the rates of wages would rise or fall proportionately to a rise or fall in prices of food. I do not consider piece work as suitable for famine relief, except in the very earliest stages of famine. In hard times I feel sure the dependants and the children would suffer, and in working the intermediate system when famine was at high pressure a minimum would have to be fixed for dependants only, below which they should not be fined.

71. The orders in this section were carried out, only that no persons were classified under A and C for reasons explained in notes under sections 66 and 70.

74. The relief workers were formed into gangs under a headman, who was called a mate. This mate was, if possible, appointed from among the people themselves, but care had to be exercised in the selection, as many men who wished to become mates recruited a gang and then started for a relief work. Such men were usually disappointed in their hopes when this system of recruitment was noticed.

This section lays down that a task may be set for each gang, and on the performance of it in whole or in part each number of the gang shall be paid in proportion to the amount of the task done by the whole gang. This is perfectly sound. The system of marking out individual tasks and only fining those who failed to perform the task was tried and failed. The labour involved in marking out individual tasks and in measuring them was very great and under all circumstances was difficult owing to the bits of unfinished tasks of the previous day's having to be added up to make a fresh task, and very often the nature of the ground itself made the work of marking and measuring difficult. Besides, when the individual tasks were measured and the fines assessed by the work agent, it was necessary either to give the mate a slip with a nominal roll or it was necessary to make a note on the register to insure the fines being inflicted on the right persons; the latter needed a too elaborate form of register. I gave the individual task system a fair trial, and I am convinced that it is unsuitable for large numbers of persons.

81. I do not believe such drafting would be successful. The persons so drafted, if they were averse to going, would take the first opportunity to bolt back either on their way to the new work or when they got there. I feel convinced that the better and easier plan is to take on all classes on every work. If, however, a large number of persons were willing, and they were sent, say by rail, out of their district to some very large work, the conditions would then be different and they might remain; but in their own district they would just go to the work which best suited their convenience, and to that work they would return again and again no matter how often they were drafted to another work. I think this section could only be successfully applied to persons drafted quite out of their district.

85. Huts were provided for the relief workers and they were arranged into little camps. The huts were placed in rows about 20 feet apart, and a space of 50 feet was left between each row to allow of room for cooking without any danger of setting the huts on fire. But on quickly moving road works the people did not make as much use of the huts as they might have done: if they happened to be working a mile or so away from the huts, they, as a rule, camped out where they were. When the huts were placed in groups along the roadside at convenient intervals, a man was required to look after them, to see that they were not either carelessly or wantonly destroyed by the relief workers, and another man was necessary to watch the first to see that he watched the huts. Besides, these huts cost a lot to carry about as the work moved and to repair each time they were set up.

On large tank works where the people were stationed for some time in one spot, more use was made of the huts. Here a family would take possession of a hut, knowing that they would stay for some time, and they were then more careful of these huts.

Hutting, I think, should be provided, but moderately and cautiously as it was seen that they were really used and cared for; otherwise heavy expenditure would be likely to be incurred needlessly.

I am unable to say what the hutting cost per head, since besides the initial cost of the huts, there was the cost of maintenance and carriage on the works, for which no regular abstract was provided for in Form III.

86. The order in this section worked out of itself. Those whose homes were within a reasonable distance went home each evening, and those whose homes were not remained on the work. People whose homes were within three to four miles went home each evening and returned early the following morning. Those whose homes were a little further went home once a week on the Sunday holiday. Three to four miles is a reasonable distance to which people can go and return from a work each day. Ordinarily it is no uncommon thing, in Bundelkhand at least, for the people to

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walk from five to six miles to their work and back again each day.

87. At the start, after the first week, on the work, the people were paid twice a week, but soon after orders were received to pay daily, and this system was then in force until the close of the works.

The system of daily payments is the more economical for the people, who can then daily pay cash down for their supplies and so keep out of the *bania's* books, which is the best for them and very often best for the *bania* also. Instead of paying for the day's work in the evening, it would be better for many reasons to pay the following morning. The work agent would have time in the evening to carefully measure work, and post results in the registers; the gang *muharrirs* would have time the same evening to post these results in their day books and to work up by the help of the ready reckoner the wages due to each person on the actual work done; next morning they would then draw the exact amount to be paid. There would thus be no fine money to pay back to the cashier. The system employed was that the *muharrirs* drew an amount based on the assumption that full wages were earned. On proceeding to pay a gang they inspected the mate's register and, noting the task performed and the fines to be inflicted, they paid the balance, writing up the fines in their day book. On their return to camp they paid the fines back to the cashier, and the amount was credited as fines in cash book receipts. This system was very troublesome in practice, and it would be better therefore to pay the following morning after ascertaining the exact amount to be paid to each gang on the actual work performed.

88. The system of paying to a headman or mate is not practicable in this district, their integrity not being of a high class as a rule. Payments were always therefore made to individuals, and this was universally satisfactory in the district.

90. The orders in this section were observed until the rains broke and the intermediate system was introduced.

91. For a time, according to orders received, relief workers were compelled to work for the Sunday wage, but it was optional whether they chose to work or not. If they chose not to work, they got no wage. This, however, was only for a short time, and the order for the Sunday holiday and the minimum wage for that day was reverted to. The wage was, however, only given to those persons who had been working since the previous Thursday. This condition was made to prevent loafers in the vicinity of the work from enrolling themselves on Saturday for the free Sunday wage and then taking themselves off until the next Saturday. This measure was very necessary and was very successful on the whole.

The Sunday holiday is very necessary for the relief work staff, who are very hardworked throughout the week. On Sunday even there is not quite a holiday, but it gives the officer in charge and his staff leisure from their every day duties of supervision to prepare the week's report, Form No. III, and to work up any arrears in the accounts or correspondence which they may not have had time to do during the week. To the relief worker the Sunday holiday gives a day of rest from labour and a day of comparative freedom from exposure to the sun, both necessary for his good health, and then it permits many to go home for a day and to see how their homes are getting on and how any cattle or pigs which they may possess are faring in the care of the one member of the family who was left behind to look after them. There is no doubt that the Sunday holiday is necessary for the good of all on a relief work.

92 and 93. Please see note under section 70, in which the question of fining below the minimum wage has been dealt with.

99. Dependants and non-working children were always given cash doles until towards the height and end of the famine, when the non-working children not in arms were fed in kitchens, as it was noticed that they looked rather pulled down, and there is no doubt that when famine is at its height, it is safer and much more satisfactory to feed such children. The adult dependants were given their doles in their own hands, and if not blind or utterly helpless, they managed to get their money's worth of food.

100. Ten per cent. of the relief workers is too low an estimate for the proportion of dependants; a higher estimate is necessary. The attendance of small children was numerous, who were without doubt the dependants of the relief workers. A comparison of the proportion of dependants who attended the relief works in each division would be useful as showing the tracts of country where the attendance of children and adult dependants is greater than in others. It would probably be found that the proportion was higher where there was no objection to women largely attending relief works, as the women would always be followed by the smaller children and the aged and decrepit dependants.

104 to 109. Previous to the issue of Appendix VIII to the famine rules issued under G. O. No. 18, Public Works Department, dated 5th December 1896, the Collector always fixed from time to time the money equivalent of the grain equivalent of the rations prescribed under these sections, according to the prices current at the time; but after the issue of the rules the scale laid down in the table of Appendix VIII was observed throughout, the Commissioner fixing the grain rate basis for the wages for the whole division. This equality of rates in the division was very good, as it offered no inducement for people to go from one district to another in the hope of getting higher wages.

It will be seen that the grain equivalent of the wages in the bottom of Appendix VIII is lower than the scale prescribed in section 108 in the case of women workers and in the case of both men and women dependants; but the scale was in use from December 1896 to the close of works in 1897, and the condition of the people at the close of the famine showed that the wages had been sufficient.

Code Form III.—This form had to be amplified by an abstract showing the cost of workers and dependants separately in order to be able to post returns. Later on another abstract was added, showing the cost on earthwork, and on other heads such as water supply, sanitation, etc., separately. It would be very useful if a full abstract on all heads was added to the form to show the cost on each, *i.e.*, earthwork, water supply, sanitation, hospital, hutting, etc., and the charge day book could easily be posted in such a manner as to show all this separately. At the close of a famine all this information would be useful in ascertaining what proportion such charges bore to the whole cost, and this would be useful for future estimates of famine relief work.

On Form III it is noted that for any item of expenditure under R10 on other items no sub-voucher is required. It would be a useful check if sub-vouchers were required for all expenditure under other items, no matter what the amount be; but for easy and rapid check the vouchers should be on a suitable printed *Vernacular* Anglo-Vernacular Form.

Mates' Registers.—Various forms of mates' registers were in use until the issue of the printed forms by Mr. C. G. Palmer, Additional Superintending Engineer, 3rd Circle, Famine Relief. These forms were then in use until the close of the famine. For the numerical roll of the persons in a gang the register was a convenient form, but the form on the back for the nominal roll proved inconvenient, particularly when afterwards it was ordered that the nominal roll was to be kept by families and by villages. The cutting out of names when persons temporarily left the work and the re-entering of the names on their return very soon made the nominal roll so confused that it was useless either for the grouping of the families or as a check on the numerical roll. I think the form of mates' register and nominal roll invented by Colonel Pulford, R.E., Superintending Engineer of the 2nd Circle, is a more convenient form. In this men, women, and children of different classes are mustered separately, and there is a separate line for each person, giving the name, caste, village, and an absent and present column for each day in the month. This is very convenient; if a person goes away, he is marked absent for the days he is away, and on his return marked present; there is no cutting out of names. The names of any persons added to the gang from time to time are entered below in the class to which they belong. The quantity of work done each day by the gang is entered on the back of the register in a suitable set of columns.

Muharrir's Day Book.—The printed form of *muharrir's* day book, which is an abstract of the mates' registers in each *muharrir's* section, which was issued by Mr. Palmer, proved a very convenient form and cannot well be improved.

Charge Day Book.—The charge day book is a printed form of book something similar to the *muharrir's* day book. It is in fact an abstract of each *muharrir's* day book, and when posted up for the day it shows the whole expenditure for the day on the work, and the total quantity of work done. From this charge day book Form III is posted, and as each *muharrir's* section or charge is posted in it, the cost on the different heads, such as water supply, sanitation, hospital, etc., is easily obtained for the abstract

recommended as an addition of Form III. This form of charge day book proved exceedingly useful and convenient and formed an excellent record of expenditure incurred and of work done. From this charge day book the regular cash book of each charge was posted for expenditure.

Measurement Books.—No regular printed form of measurement book was issued for the use and convenience of work agents for measuring up work. Such a printed form of book is necessary for convenience and for saving of time. I used the following manuscript form and found it useful and convenient :—

Number of gang.	Name of mate.	Number of diggers in gang.	Measurements.				Quantity.	Total quantity.	Average quantity done by each digger.
			No.	L.	B.	D.			

Notes of Evidence for the Indian Famine Commission, by Mr A. Cuerden, *Supervisor, Public Works Department, District Surveyor of Hamirpur, with reference to the printed questions issued by the Commission, and on matters not already replied to in the notes on the departures from and expansions on the provisions of the Famine Code.*

* 52. No metalled roads were made in my district, and I have not therefore any data on which to base an estimate.

53. I am sure that the roads constructed will be of permanent benefit, and as they will be maintained by the District Board, they will not be permitted to fall into disrepair. I should explain that most of the road work done in this district was the improvement and raising of existing roads. Most of these roads were mere winding tracks before, and in many places had been worn below the level of the country, which caused them to be waterlogged in such places and impossible for cart traffic. They are now excellent, broad, raised roads, which dry very soon after the close of the rains and are then fit for cart traffic.

54. Although all the more important and main roads have been improved and raised, there are still about 100 miles of district roads which have not been raised and improved In addition to this, I think about another 100 miles of useful district roads could be constructed. Besides, unmetalled roads never receive from the annual maintenance repairs the quantity of earth which they lose from wear and tear, and which is blown away by the hot winds when the roads are dry and dusty ; so that after another 15 or 20 years many of the roads recently raised will again require raising, though they may not need improvement in the way of re-alignment in places.

55. In Bundelkhand stone metal collection is the only work available for famine relief during the rains. It is, however, painful at the start for persons unaccustomed to the labour, as they frequently hurt their fingers with the hammer, and it is at all times more difficult than earthwork.

56. Stone metal breaking was only started after the rains broke, on two works. Very few people attended these works, and very little stone metal was collected.

57. (i) I think village tank works excellent as a means of employment. Carried out, as such works were, by the Collector under a piece work system, such works are economical and they afford work to people who are not well able to leave their houses, having cattle or other property to look after. These works also doubtless relieve pressure somewhat on large relief works, which is a consideration in the hot season, when epidemics are likely to break out where large numbers of people are congregated together.

(ii) I think the digging out of village tanks i an undoubted benefit to the villages as affording a larger, and therefore for a longer time a purer supply of water for bathing and washing purposes, and for watering cattle, especially for the latter purpose. Foul water is a source of disease to human beings, and it must be so to cattle also, when they drink from the foul, puddly pools these village tanks become when they are not deep enough to hold a good supply of water.

59. The village tanks in Bundelkhand are of all sizes and will provide work for a few hundred or for a few thousand people according to the size. The piece work system of work on these village tanks prevented more than anything else could, I think, the whole population of the villages from applying for work on them. I think the supervision of these works can best be conducted by the Collector through his circle officers and other subordinate officials, who have to visit the villages frequently. These works are beyond the control of Public Works Department without a much increased staff.

60. The number of possible village tanks has not been exhausted by the recent famine work A very large number are still left, besides those which have already been worked at, but which can be still further enlarged and deepened.

61. No new impounding reservoirs were made in this district, but many old ones were restored and improved.

62. Much depends on the nature of the soil round about the tanks as to whether the people will make use of the water for irrigation or not. If the soil is yellow, *i.e.*, *purwa*, and not black or brown, *i.e.*, *mar* or *kabar*, I have noticed that the people do employ irrigation if it is possible. Many of these large tanks are sown with the water nut called *singhara* and afford large crops. Many of these impounding reservoirs, I think, would be used for irrigation more often than they are if a convenient masonry sluice head were provided without a sluice ; if they want the water, they have to lift it over the *bandh*.

63. Certainly many useful reservoirs could be constructed or old ones restored to usefulness, if ample time were allowed to deliberately investigate the projects beforehand.

70. The Revised Famine Code was only issued in 1896. A list of famine works was maintained and projects were under preparation at the time when the famine broke. On the issue of the new Code, the lists were completely revised. For the proper preparation of a large and useful programme of relief works sanction is necessary to a small annual subordinate Survey staff for some years ; the ordinary subordinate Public Works Department staff is too small to be able to spare much time for the proper and full survey of relief works. If a small subordinate Survey staff was sanctioned for some years for each district, many useful and well-considered works could be added to the famine relief programme.

71. (*a*) From three to four miles.

(*b*) From 10 to 15 miles ordinarily but even much more if distress was very severe and no work was near by.

72. I do not think it would be advisable to refuse the able-bodied work within a reasonable distance of their homes, that is, a distance of about 20 miles. They like to get home for a day now and again, and if distance of the work was too far to permit of this, they would not go to it until driven by starvation ; they would probably be then too weak to be of much use for work.

73. I do not think many people, from Bundelkhand at least, would volunteer to go any distance by rail for work. There are certain classes of professional earth-workers who would go anywhere for work, but I have not met these classes in this district. For the people in general I do not think the plan would work successfully of sending them by rail to a distance for work.

74. Residence on the works was the rule in the late famine ; only those people went home every day whose homes were within three or four miles ; those whose homes were further away went home, as a rule, on the Sunday holiday.

* The numbers refer to the questions drawn up by the Commission.

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75. Residence was not made a definite condition of relief. In the case of those who remained on the work it resulted in the distance of the work from their homes. When many thousands of people are on a relief work, I do not see how they are to be prevented from going home if they choose to do so.

76. I am in favour of making residence obligatory by concentrating the works, but not more so than to have about four or five thousand people on each work or even much less in the hot season owing to the danger from cholera, which is more likely to break out amongst large bodies of people.

In passing through villages I frequently had a conversation with some of the people. More than once, on asking a man why he was not on the relief work about 10 or 15 miles off, I received the reply that he had been on it when it was close, but that now it was too far off. The condition of such persons who gave me this reply I noticed was good. I therefore conclude that many persons who were not hard pressed by want did go to works which happened to be close by their homes.

77. I did not think that residence on a work is very distasteful to the people provided the work is near enough to permit of them going home once a week or so. People on a work far from their homes left it always to join any work subsequently opened near to their homes.

78. This could not be done without an enormous increase of establishment.

79. No reductions in the task were made for those persons who chose to go home each day.

80. The cost for hutting has not been abstracted separately, and I am not therefore able to state the actual cost per head. On some works I supplied huts; on others, where jungle material was available in the vicinity of the work, I formed special gangs of the relief workers to collect the material and make the huts. Roughly, I should estimate the cost at about one anna per head.

81. Doubtless the cold, exposure, and altered conditions generally under which the people lived on the works as compared with the ordinary conditions under which they live found out the weak spot in many constitutions and laid it open to the attacks of disease, particularly during the subsequent malarial season, and this may account for the high mortality from fever at that time.

82. Blankets were not provided, except for the sick in the camp hospitals, but a good deal of cloth was distributed chiefly from money supplied by the Charitable Relief Fund. This cloth was chiefly given to women and girls whose own clothes were in a scanty and ragged state. I also made and distributed a small number of coats for the younger children.

83. Large and small works were opened in conjunction on the same charge when the situation of the latter made it convenient to do so. No small works were worked independently. The number of dependants seem to have been pretty fairly distributed on all works. If there was a tendency to excess over the ordinary anywhere, it was probably on works situated in the near vicinity of towns or large villages.

84. There was no piece work on any Public Works Department relief works in this district.

85. I do not consider piece work suitable in all cases.

86. I do not think piece work would be suitable for large relief works. It would not provide for all classes and conditions. Nor do I consider that it would be successful to refuse able-bodied persons task work and draft them to a work on which piece work was being given. They would not stay, but would wander about from one relief work to another within a certain distance of their homes, on which task work was being given, in the hopes of getting in somehow. That is, I do not consider that task work and piece work could be successfully worked together in the same district at the same time. I consider the modified intermediate system mentioned at length in my notes on section 70 of the Famine Code would be the happy and economical medium between task work and piece work, and would provide at the same time for all classes and conditions of people.

87. I do not consider the objections taken by the Famine Commission against piece work as the predominant form of relief as over-stated. Except on test works in the beginning, and on village tank works later on, for the relief of such persons who cannot well leave their homes to go to a large relief work, I consider piece work unsuitable as a general form of relief.

91. I consider the payment for work done through a headman as unsuitable, at least for Bundelkhand.

92. I think that very little, if any, reduction of establishment could be made by the substitution of piece work in place of task work if it were still required to have a count made daily of the number of persons—men, women, and children—at work.

94. Please see my notes under section 66 of the Famine Code.

95. The grain wages laid down in Appendix VIII to the rules issued under G. O. No. 18, Public Works, of 5th December 1896, stood the test of actual use for seven months in 1897, and at the close of operations the people were in good condition. I am therefore of opinion that this scale is suitable.

96A. A different task and wage for men and women is necessary, for it is a very rare exception, and not the rule, in Bundelkhand for women to dig, and if a man's task is more than a woman's, his wage should undoubtedly be higher.

97. Children below 15 or 16 years are not fit for digging; children from seven to twelve years should, I think, be employed as dressers, and those from 12 to 16 years as carriers. In Appendix VIII of Government Orders, Public Works Department, of 1896 the wage of the first grade is 10 *chataks*, and of the second grade six *chataks*; the last should, I consider, be raised to eight *chataks*.

99. For short work I would inflict the penalties provided by the modified intermediate system. Please see my notes under section 70 of the Famine Code.

100. The present restrictions against fining below the minimum wage should, I consider, be removed. It makes people lazy and idle to know there is such a restriction, and they soon get to know it. I therefore recommend the modified intermediate system and the penalties which it provides for short work as well as the moderate rewards which it offers for industry.

101. Large numbers of people were on the minimum wage for months and in condition never got any the worse for it. It will be seen from Appendix VIII of G. O. No. 18, Public Works Department, of 5th December 1896, that the wages prescribed for certain classes of workers are only minimum wages. These wages were in force for seven months until the close of famine works, and yet the condition of the people was good.

102. I am very much in favour of permiting industrious people to earn a little more than the standard wage, and I therefore recommend the modified intermediate system.

103. I would recommend Sunday being observed as a rest day and the minimum wages being paid for it for the reasons given in my note under section 91 of the Famine Code.

104. I have not seen Mr. Higham's report. I do not consider it possible to fix a standard task for carriers on earthwork, as carriers have always been in great excess on all works in this district. Even if the carriers were in proportion, I do not see how a standard task for carriers could be fixed. If diggers in a gang did short work, the carriers would necessarily do short work also; I mean I do not see how the task of carriers could be made independent of the quantity of work done by diggers.

107. I think it is possible to instruct the work establishment ordinarily available on relief works to arrange for a proper proportion of carriers to diggers by simple rules; but they must be very simple, or they would never be understood, or worked satisfactorily. I have said before that in Bundelkhand it is a rare exception, and not the rule, for women to dig. Inducements were offered by a reduced task and an enhanced wage for women diggers, but there was no response.

108. I do not consider the gangs should be very large. The numbers should be within the minding and management of a mate. In Bundelkhand a gang of a suitable size was formed by taking 15 men with their families. The numbers in such gangs range from 50 to 70 persons altogether.

110. I had some experience of the modified intermediate system, and I am strongly in favour of its adoption on relief works for reasons given in my note under section 70 of the Famine Code.

111. I certainly advocate the adoption of the modified intermediate system on all relief works, no matter what the degree of the distress, always adjusting of course the rates of the standard wages and the standard task to suit the current prices and the nature of the work so as to ensure a fair subsistence wage for a fair task.

112. The proportion of women and children workers to male workers was from about 2·5 to 3·0, and of women and children of all classes to men of all 3 to 4. The proportion did not vary more than this; and the proportion of women and children increased or decreased as the total numbers of all persons increased or decreased.

113. I cannot account for the numbers of women and children being over two-thirds of the whole number. There was practically no private work for the men or for any one else from April to June 1897, that is, until the rains broke.

114. Large relief works can be most conveniently carried out by the Public Works officers, and village tank works by Civil Officers.

115, 116, 117. Please see my note under section 27 of the Famine Code.

118. Selected naib tahsildars are a good class of men for officers in charge. but the supply of such officers would doubtless be very limited and new men of the same class would have to be recruited. In such a case these new men should be carefully selected with more of a view to their capabilities and tact for managing than for purely educational qualifications. Such men should also be engaged well beforehand and be given a month's training on a large work.

119. If large works are carried out by the agency of the Public Works Department, the officers in charge of such works should certainly, I consider, be under the direct order of the officers of that department; otherwise there would be extreme difficulty, if it was not altogether impossible, for the Public Works Department to manage and control the work. In the late famine the officers in charge of Public Works Department relief works were directly under the orders of the officers of that department.

120. During the recent famine the large relief works were entirely under the control of Public Works Department officers in all respects of management, and I consider that this must be so if the Public Works Department is to be responsible for the management of such works; divided authority and control on relief works would assuredly mean contrary orders and confusion.

121 I consider that the staff of magistrates in the district is sufficient for the maintenance of order on relief works; but if more magistrates are required, I think it would be more advisable to depute a duly qualified Magistrate for this purpose than to invest officers in charge and others with powers.

122. The system on Public Works Department relief works was task work with an officer in charge of each work. The system on the civil agency works was piece work carried out by the zamindars and others controlled by the civil officers.

123. The Public Works Department could not have controlled more than it had without an increased staff. I consider that the civil agency works were best left under the control of the Civil Department officers.

127. No *chalans* were required for the admission of new comers to a relief work, nor do I consider it desirable. The test of a task on the works should be enough, and all comers should be freely admitted.

129. From 3,000 to 5,000 persons.

130. I would recommend kitchens for the non-working children when distress was acute; at other times I would recommend a cash dole. I think that, except when distress was severe, parents could be trusted, as a rule, to feed their children properly.

133. I received no complaints except from one native Public Works Department contractor, that persons to whom he had made small advances for stone-breaking had gone off to relief works where earthwork was to be had. The number of these persons was very small, below 50. This only serves to show what I said before—that the people dislike stone-breaking, and that, wages being about equal, they prefer doing earthwork.

134. There was probably a good deal of truth in the matter, but, as I said, the number of persons who went away was very small; and on the close of relief works these people doubtless fulfilled their engagements, as no subsequent complaint was made to me by the contractor.

135. The rates were probably quite as low, if not lower than, on relief works, for contractors pay according to the current value and supply of labour.

137. I think if the tasks and wages were stiffened on relief works for classes of relief workers who were required very largly by private employers in the neighbourhood, relief works would cease to attract such labour. But if the private employer was paying wages to people which were too low for ordinary subsistence considering the prices of food at the time, it would of course be unfair to drive people from relief works by enhanced task and lower wages.

138. Some few zamindars did start a little actual private relief work, but it was very little in this district.

139. I do not think so, except as utilized by the Civil Department for village tank works.

(*President.*)—When did you go to Hamirpur?—In June 1894.

Have you been there ever since?—Yes.

(*Mr. Higham.*)—You have been in Hamirpur ever since June 1894?—Yes.

You occupy the position of District Surveyor?—Yes.

What is your departmental rank?—Supervisor, 1st grade.

You were in charge of relief works?—Yes.

How many charges had you?—At the maximum I had 18.

Was there any inspecting officer or section officer?—I had one, Lieutenant G. Thomas, who took over six charges in the south, in May. He took over the general management of these works. I had the technical and accounts work to attend to.

Did he send any inspection reports to you?—They went through me to the Divisional Engineer.

How often were you able to inspect these works?—I was continually out. I could not see every work in one month.

You did not see those works under the section officer?—I showed him what was required, and then was not able to go again as I was very busy with an outbreak of cholera in the north of the district.

You say in your answer to question No. 122 that the system on the Civil Agency works was piece-work carried out by the *zamindars* and others controlled by the Civil officers. Can you explain how that was managed?—It was given to *zamindars* and they employed any one who applied for labour and paid him a certain amount.

The *zamindar* got it done as cheaply as possible?—I understand he was compelled to pay them a certain wage.

Weak and infirm people would not get employment there?—No. These people were provided for by village works, or came to my works.

What class of people went to works?—Out of a family they would leave one or two members to look after the cattle or property.

I suppose the *zamindar* who undertook the work put on whom he liked?—Yes.

Would he put on first those people to whom it was inconvenient to leave the village?—I never heard any complaints that he did not take people who should have been taken on. I made many enquiries as I passed through.

What was the proportion on civil works to those on the Public Works Department relief works?—It was very small. Only those few who remained from each family.

Were there works in each village?—No.

You say that the system on Public Works was task-work?—Yes.

You paid them on the Code system?—Yes.

Was that in force all through the famine?—Only up to the time the rains broke.

Then you introduced the intermediate system?—Yes, and a little later we introduced the modified intermediate system; at first we had not provided for dependants. Under the modified intermediate system we took all the carriers who came. I often had to take three or four carriers to one digger.

If the digger did the maximum task did the carriers receive the maximum wage?—Yes.

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If you had two or three carriers?—They got paid according to a sliding scale. If the digger did the maximum, they all got the maximum; if he did the minimum, they got paid the minimum; if he did the ordinary, they got paid the ordinary.

If you had twice as many carriers?—They still got the extra wage if the digger did the extra task.

I suppose the carriers might have got the additional wage though they did very little work?—Yes, but owing to field labour having attracted them off they were not in excess.

In replying to question No. 111 you advocate the adoption of the modified intermediate system on all relief works?—Yes, in view of the paragraph in the Code which lays down that it is necessary to insist on a true labour-test.

If you put on four or five carriers, and only require two, is that a true labour-test?—I don't know how you are to regulate that under any system unless you provide works where there is a long lead.

If carriers are in excess, do you think they should be paid the extra wage when the digger does the maximum task?—It would be absurd if they were very much in excess, but I don't think they were very much in excess judging from the figures.

It is because of this carrier difficulty that you suggest piece-work should never be introduced?—I think piece-work is unsuitable because it makes no provision for dependents.

Under the intermediate system would you take everybody?—Yes, and pay dependents also.

Is that compatible with insisting upon a true labour-test for everybody?—I would fix the wage for dependents, but make all the rest suffer if the work was not fully done.

What do you consider the difference between the intermediate system and piece-work?—In the case of piece-work you give them a certain rate for it regardless of the scale of wages for individuals, and in the case of the intermediate system you give them a task and pay each individual a wage in proportion to the quantity of the task done.

You say in reply to question No. 113 that you cannot account for the numbers of women and children being over two-thirds of the whole number?—Yes. Practically there was no private work for the men. I cannot account for it.

Have you any idea what the men were doing, those who did not go to relief works?—A certain number remained back to look after cattle, property, etc.

If you have a system in which you take on all the women and children that a man likes to bring, that is likely to encourage him to send the women and children and for the man to stop at home?—Under the ordinary Code work system we do that.

Supposing you paid according to the work done, would not that compel the villagers to send a proper proportion of men?—Yes, but it would bear hardly on the weakly persons.

What the workers earned they would not share with dependents?—No.

Would it not be possible to feed dependents on piece-work as on task-work?—Yes, but we never fed the adult dependents.

There is no reason why children should not be fed on piece-work?—No.

Then what would be the objection to it, if piece-work would bring out a fairly large proportion of men?—I don't see any objection, but I don't think the people would avail themselves of it. They ran away at the word *theka* (contract).

You profess to pay them by results, and even according to your statement if you take dependents there is no payment by results. If the diggers do a less task the carriers also suffer?—The carriers would certainly not be paid strictly according to results when they are very much in excess.

If the digger does a full task he lifts all his family to the higher wage?—Yes, and his womenkind would be inclined to urge him to do so.

You say in answer to question No. 96A that "a different task and wage for men and women is necessary, for it is a very rare exception, and not the rule, in Bundelkhand for women to dig, and if a man's task is more than a woman's, his wage should undoubtedly be higher." That is with reference to diggers. You had a number of men in the carrier class?—Yes.

They didn't have any more work than women?—No.

Do you think in that case there should be any difference between the wage of men and women?—I don't think so.

Then your reply to question No. 96A requires some qualification?—Yes, I should have qualified my answer.

You put your big children as carriers?—Yes.

And did you give them a smaller task than others?—We were never able to give a task to carriers. Sometimes there were excess women and children in one gang and we removed them to another gang in order to make up deficiencies.

What were big children paid?—They were paid according to the scale laid down in G. O. No. 18 P. W., dated 5th December 1896.

That is, they would get 3 pice?—I think it was four.

What did a woman get?—I think a woman got 5.

You originally paid the children the same as the women?—At one time before the issue of the G. O. children under 16 were paid the same as women.

Do you think it is right that they should be paid less than other carriers?—They certainly do as much, but I think they should; they don't require the same amount of sustenance.

In working under the Code system how far down did you fine?—To the penal ration.

What do you call the penal ration?—Three pice to an adult on the 10-seer basis.

On the full task what did you give?—Seven pice for diggers, 5 pice for a man carrier, 5 pice for a woman carrier, 4 pice for a big child and 2 pice for a small child.

If the task were very short what were they reduced to?—Digger 5 pice, woman 4, child 3. We fined down to the penal ration, but that was very seldom done.

(*President.*)—What did it come to?—On the 10-seer basis 3 pice for an adult, the children were paid according to the minimum scale.

(*Mr. Higham.*)—What did the male go down to?—Three pice.

A woman?—Three pice.

Big children?—One pice. Children were never fined below that, because it would have been necessary to use pies of which we had none on works.

Were big children never fined below one pice?—No.

Were small children ever fined?—No. They were never fined. They always got their one pice.

Are you in favour of big works or village works?—I am in favour of large relief works in preference to small village works close to the villages because then you can concentrate the work.

How far would people come?—Fifteen to 20 miles.

When a work was started people would go some miles to it, and as the work got distant would they follow it?—Some would; they would go to the closer work; if, for instance, one work were 7 miles from a village and another 10, when the one 7 miles away had got 15 miles distant, those on it would leave that and go to the one which was 10 miles away.

Do you think people had nothing to fall back upon?—In the dry season they had nothing to fall back upon after the rabi had been cut.

They depended entirely on the wage they received on works?—Yes.

Had those who came to works any means of their own?—I don't think they had, or very little.

Did they get any jungle food?—They had wild plums during the winter season.

(*President.*)—As regards *mowha*?—That comes in April. There is a large crop of *mowha* in the Bundelkhand Division. There are large forests of *mohua* in the south.

(*Mr. Higham.*)—Would not that last them till the rains?—I don't think it would. It keeps them going about a month and then it becomes scarce.

Did you make any metalled roads?—None by famine labour.

You collected metal?—I collected about 15,000 to 16,000 cubic feet in the rains.

That is going to be consolidated?—I am going to consolidate three-fourths of this work this year.

You don't consolidate it by famine labour?—No.

Did you spread it?—No.

You want able-bodied men for the work?—Yes, except for carrying water.

Could not you find a few able-bodied men who could do the consolidation?—Still I would not have more than a few hundred people. I have from 15 to 20 miles of consolidation, and I am going to consolidate three-quarters of it.

Would the cost be charged to district funds?—It depends upon the road; if a Provincial road, it will be charged to Provincial funds; if local, to District Board funds.

(*President.*)—In your answer to question No. 97 you recommend that the wage of children from 7 to 16 should be 8 chattaks instead of 6. Do you think the dole for non-working children which used to be one pice is sufficient?—Well, as a rule, they are generally nursed by their mothers; if they are not being nursed I think one pice is sufficient.

It seems a small rate for children from 3 to 7?—Perhaps it would bear a little hardly on those nearer 7 than 3.

Do you think parents treated their children fairly?—I think they treated them well till things got very hard. We first noticed it in the west. We started feeding children on three or four works even on the Code work system.

Do you think at that time parents themselves were hard up?—Yes.

I suppose the minimum wage is enough to keep a person in life. Do you think it is enough to keep him in really good normal condition?—I don't think it would keep them in as good condition as when they got as much as they cared to eat. They certainly did not look emaciated on that wage after three or four months of it.

I suppose it was supplemented by these *bairs* and *mowha*?—Yes, in their season.

I suppose also by gram leaves (*sag*)?—Yes, but that is only for a short time. After April they have absolutely nothing in that way. After the *mowha* is over they have nothing more.

I suppose there is still enough *mowha* to be had to add to their other food?—Yes, to a certain extent in certain localities. In the north and north-west there is very little, in the south they can collect it. In 1896 the *mowha* failed altogether.

What grain was used as the staple for the wage?—At first we had gram, afterwards, I don't know exactly, we were told to go by Circular No. 18 P. W., and work on the 10-seer basis. When the rains broke we started the 12-seer basis.

The rate was not raised to 12 seers before the rains?—No.

Do you think there was any grain cheaper than 10 seers while working on that basis?—I don't recollect. The pulses appear to be the cheapest grain. Relief workers really bought *atta* ready ground from the bunnias.

What kind?—Wheat flour, gram flour, arhar flour and muttra flour.

(*Mr. Holderness.*)—Could that be obtained at 10 seers?—No, at about 8 or 7 seers.

(*President.*)—You say that people frequently told you they had been on works when near, but they could not go to works at a distance from their villages. Do you think these were people who had cattle or property to look after?—Yes.

I suppose they were people who could not afford to leave their cattle or homes?—Yes. They must have some one to look after these things.

Do you think it would be possible to have village works under Civil Agency to which nobody should be allowed except those people, or weakly people under a pass from the Civil Agency, and send all landless people and also strong people to Public Works Department works at a distance?—I think it is possible.

Are there many village tanks in Hamirpur?—A very large number. At least one in each village, sometimes four or five.

Were they mainly for drinking and watering cattle?—Yes, in the south there are some large reservoirs.

Do these irrigate?—I have not seen that; they are impounding reservoirs.

If they don't irrigate are they useful to the wells below them?—I should think they are useful in keeping up the spring level. Perhaps in years of drought if they had some outlet they would be useful for irrigation; without an outlet it is necessary to lift the water over the embankment.

(*Mr. Holderness.*)—You want a masonry work?—A small masonry sluice would do.

You had a number of these works in connection with roads?—Yes.

To what system do you refer in speaking of the modified intermediate system?—I refer to the system described in Mr. Sutherland's orders of the 23rd June 1897, printed at page 295 of Volume III of the Appendix to North-Western Provinces Famine Report. The orders about the intermediate system never came to us.

So the only system you introduced was the modified intermediate system?—Yes.

What was the effect of that?—Numbers had already decreased a little. As soon as the modified intermediate system was introduced, numbers went down very rapidly. The 12-seer basis was introduced at the same time.

Were you satisfied that the introduction of this modified intermediate system on a 12-seer basis was reasonable at that time?—I believe it was. I had that impression at the time.

That resulted in a considerable decrease in the number of people?—Yes. There was no limit of a minimum wage in fining for short work; they were paid strictly according to results.

I understand you advocate this system of Mr. Sutherland's throughout the famine?—Yes.

Your objection to the strict Code system is the existence of a minimum wage?—Yes.

You consider the minimum wage to lead to idleness?—Yes, I do.

Under the modified intermediate system in practice did the working party earn a fair wage?—A few did, and those who were lazy, when they found there was no limit to the fining, went away.

They earned a low wage?—Yes.

(*President.*)—Were they mostly weakly people who went away?—I don't think so; the gangs included weakly people as well as able-bodied persons.

(*Mr. Holderness.*)—Under this system it depended on the digger?—Yes.

The result was that a great many people did not get anything like full wages?—Yes.

In consequence of this they disappeared?—Yes.

Were you satisfied that they could have got a reasonable wage under this system?—I am perfectly sure of it.

Had you any weakly gangs on the intermediate system?—No.

Did you employ weakly people in special gangs?—They were employed on dressing.

You formed the weaklies into squads?—They were put into gangs and placed with the dressers.

Do you think the effect of the intermediate system is to drive able-bodied people off the works?—I don't think so. At the time of the year that the intermediate system was introduced the people had field labour. The women in Bundelkhand do every kind of labour except dig or plough.

Apparently you had difficulty in getting diggers?—Not as long as the intermediate system lasted, but it lasted a very short time.

(*President.*)—There were a number of non-working adult dependents before the intermediate system was introduced?—Yes.

Did the intermediate system drive these people away?—Their dole ceased.

What became of them?—I should think they returned to their villages. I understand they were to be brought on to the village relief lists.

(*Mr. Holderness.*)—The intermediate system had been introduced on the 26th of June?—Yes, we reverted to the Code system for a short time when the rains held off. The Collector thought it was necessary. When the Code system was re-introduced there was a very great rise in the numbers on relief.

If you want to get rid of the people you cannot do better than introduce the intermediate system?—Yes. It would appear so, but I don't believe they got to understand it thoroughly. If they got to understand it better I believe it would become popular in time.

You say many of the people resided on works?—Yes.

Did they belong to the cultivating classes?—Yes.

You were there in the 1896 famine?—Yes.

Were the wages paid in the 1896 famine about the same as in the 1897 famine?—About the same except for children.

Mr. A. Carden.

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You had not a four-fold system of classification?—We hadn't A and C. We classed them as B and D.

That was before the issue of Resolution No. 18 P. W. of 5th December 1896?—Yes.

Did you find it was necessary to do that in practice?—It was not worth the trouble to classify them as A and C, the numbers being so small. It was easier to classify them all as B and D.

Were wages higher in 1896?—I don't know if the scale was the same; grain was cheaper, but the rates of wages appeared to be about the same.

When did you open relief works in 1896?—On the 4th February.

And closed them?—In June.

Did they close mechanically?—Wages were lowered.

Did you close the works?—They were kept open to anybody who wanted work.

On your works I suppose people died occasionally?—Yes.

What arrangements had you for bringing these deaths on the Thana register?—They were reported at the Thana by the Naib-Tahsildar.

Did he send a list?—I don't recollect any order.

(*President.*)—You say in para. 66 of your written statement that children over 16 years instead of 14 years are counted as adults. With reference to that and your answer to question No. 97, what is your opinion of the proper line between childhood and adult?—I think 16 years is about it. Before that if they are put to digging long they get broken down.

Do you think a big child's ration or wage (ten chattaks) is enough for a boy or girl of 15 for instance?—I think 10 chattaks is enough.

Do you think they would require distinctly less than adults?—Yes, I think 10 chattaks was enough for them.

I suppose a married girl would always be classed as an adult, without reference to age?—Yes.

Mr. Hill.

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REVD Mr. J. R. HILL, Missionary, Society for the Propagation of the Gospel, Banda, called in and examined.

I put in a written statement of evidence and written answers to the Commission's questions.

I came to reside in Banda in March 1878, and had experience of the 1874 and 1878 scarcities. In the first-mentioned year I began the Banda Mission poor-house, which has remained open from that time to the present, and has relieved an average of 25 paupers, and in bad years as many as 50 or 60. From 1875 to 1879 the Mission had charge of the Hamirpur poor-house also.

The statistics of the various Government offices and departments are not at my command, but I proceed to answer such of the questions of the Commission as my experience and knowledge allow.

*2. In 1896 the distress in Bundelkhand was due to failure of the rains and harvests; in 1897 to both this cause and to high prices.

3 (*b*). Government tables of rates in different years will show, but my impression is that in no previous famine in Bundelkhand were food-grains so dear as last year.

4, 5 and 6. I returned from England after six years and was told on arriving in Banda in January 1895 that the harvests of 1893-94 had been rather below the average, and that in 1894 the *kharíf* had been destroyed by excessive rainfall, the *rabí* of 1895 being likewise a failure. This year, 1895, with its ruined *kharíf* harvest also, was, in my judgment, the year of greatest distress and suffering among the people. From February 1896 Sir A. MacDonnell's relief operations for Bundelkhand came into operation, which were perfected and extended in 1897, but in 1895 Government was insensible to the need of relief in any form and many were ruined and perished. It may be asked, how could such prostration follow merely upon the loss of two or three harvests? The answer to this is that the peasantry of Bundelkhand have for many decades lived in a state of chronic destitution. In support of this assertion, as more especially showing the unsatisfactory and precarious condition of the agricultural classes, I beg to refer to Mr. Alan Cadell's Settlement Report of the Bánda district; to an article in the *Pioneer* newspaper, dated August 24th, 1875, extracts of which are given in the second report of the Bánda Mission, which for ready reference I beg to append herewith†; and to a letter by the undersigned to that journal, which letter is dated the 31st March 1896 and appears in its columns a few days after. Again, it may be asked, surely the railway which was sanctioned by Government as a famine security must have diminished the distress in these districts? Undoubtedly it has done so. On my return to Bánda in January 1895 I made particular enquiries as to the effect on the condition of the people of the railway, which had been running for some six years. The high prices of food-grains—40 *sers* of gram, *juar*, and other common cereals for the rupee was the average rate before the railways came; since its running, from 20 to 25 *sers* only for the rupee was the price,—which were the market rates of Cawnpore or Calcutta, were extremely favourable to the producers, and must have benefited all dependent upon the soil indirectly for their livelihood. But besides that the chief people who benefited by this practical revolution in corn rates would be the middlemen, the *banias*, brokers, *dalals*, and agents; it must be remembered that the cultivating classes, the landlords who tilled their own fields, the farmers, *pattidars*, etc., were in a chronic state of indebtedness to their money lenders, and when the exorbitant, and too often absolutely unlimited, amount of interest that had accrued, and for which they were legally liable on pain of being utterly sold up, is remembered, the six years of high prices that they had enjoyed since the opening of the railway will be seen to be an insufficiently long interval in which the cultivating classes could have recuperated. I have no record at hand to show that these six years were years of average yield, which this argument supposes.

In 1896 I learned from some *zamindars* that in another way the railway had been a godsend to them. For the third year they told me they had had to eat the grain which had been reserved for planting, and, as they pathetically said, if it had not been for the railway bringing seed to the stations from the Punjab and elsewhere, we should have perished.

The conclusion seems to be that, while the railway line has been of immense value as a famine prophylactic to these out-of-the-way and neglected districts, yet, standing alone, it has not proved, as the famine experience of 1896 and 1897 has shown, a panacea for the evils of Bundelkhand, as it was fondly hoped at the time of its construction that it would prove to be. It seems to be proved conclusively that other measures, the chief of which is no doubt irrigation, are required to raise these districts to the average level of prosperity of the districts of the North-Western Provinces. For while it is certain that the black cotton soil of Bundelkhand is peculiarly dependent upon well-distributed rainfall, it is equally certain that no soil is more fertile and more generous in repaying the slight toil of the husbandman which is needed to ensure his harvest; so that a properly regulated supply of canal water would seem to be the remedy in all cases of insufficient rainfall. Relieved of his anxiety in this regard by the Government measures of irrigation, the cultivator would only have to meet the less frequent contingency of a superabundant rainfall by the draining of his fields.

7. I have anticipated this question in my answer under No. 4. It may perhaps also be pointed out that the higher prices brought about by the export, through the Indian Midland Railway, of the grain grown in these districts must have severely tried those poor of the towns who are unconnected with agriculture even indirectly, the small shopkeepers, artisans, etc., as well as the professional classes just above them, all of whom really live from hand to mouth, and who are, it is to be feared, commonly as improvident as the villagers and have equally precarious means or subsistence.

8. Certainly, judging from my limited knowledge and recollection of the famines of 1874 and 1878 in Bundelkhand, the distress of 1896 and 1897 was much deeper and more widespread.

9. As I have stated above under No. 4 I consider the distress of the year 1895 to have been extremely acute, and the invariable resourcelessness of the Bundelkhandis, together with the crop failures, would have justified the

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* The numbers refer to the questions drawn up by the Commission.
† Not printed.

Government in instituting relief measures upon the failure of the *rabi* of that year. The extent of crop failure and the degree of distress seemed to me to be under-estimated.

10. Since 75 per cent. of the population of these districts is the probable estimate of those who habitually eke out a precarious subsistence in Bundelkhand, and since, I believe, 50 per cent. of the people were actually in receipt ofrelief by Government or charitable subsidies last year, the difference, 25 per cent., in the percentages being probably accountable for by the numbers employed by the agents of Government, contractors, and others in carrying out relief, providing the requirements of the relief camps, etc., I consider the 1879 Famine Commissioners' maximum of 15 per cent. much too low; for these districts it would be nearer 40 per cent.

15. No doubt the famine relief has been most successful in its object—that of saving loss of life. I believe the returns show that the mortality for the period of relief was not above the average. But, as I have pointed out above, relief operations should have been commenced several months before February 1896. They were also discontinued too abruptly in the rains of this year, 1896. It was too hastily assumed that the Bundelkhand famine, as His Honour the Lieutenant-Governor has called it, was over. Operations, which subsequently developed into the magnificent proportion of the 1897 relief, were recommenced, but too tardily. I am sorry not to have preserved a record of the exact dates, but the impression at the time was clear and positive, and not confined to my own mind, but rather matter of general observation.

26. I believe the people flocked to the relief works with such great eagerness because the period of their commencement coincided with the slack time for work in the villages —the months of March, April, and May. No doubt also the increased confidence of the population in their rulers was an element in the matter. The sufficient and fairly liberal rates allowed not for the men only, but for the women and children also, were a great attraction.

28 and 29. No doubt some unworthy persons who were in no need of it were relieved by the village relief system, and that by the town wards of the Honorary Magistrates, but there is no reason to suppose that these instances were other than few. It must be remembered that caste feelings would be likely to come into play, as they in fact did, at the beginning of relief distribution in this form. In Banda town the comparatively humble castes of *darzis, kahars,* and *lohars* determined in *panchayat* that any of their members accepting relief through Government officials should be outcasted. This was in March or April of last year; but as the pinch of famine grew tighter and the ward distribution was inoffensively conducted, the receipt of aid got to be winked at and objections ceased. It has no doubt saved many lives and kept households together. No doubt there are some instances in which the people seem to have become demoralized by it, but I think these are few and have their origin in the death of the bread-winner, and to its suggesting the *rôle* of the professional beggar to characters naturally indolent and unaccustomed to labour in previous years.

"The moral obligation of mutual assistance" has, I am afraid, been principally conspicuous by its absence among the people. Famine officers tell us of their many experiences of shocking inhumanity among the inmates of poor-houses and workers in the relief camps to one another and to wives and children. In the town of Banda it came to my knowledge that several rich men were refusing help to very near relatives who were starving; in one case seven poor widows in one house and of decayed family were threatened with excommunication if they accepted charitable relief from either the Collector's or my fund by the powerful head of the family, a rich merchant, who denied them all aid himself or food from his own house. He preferred that they should perish rather than the reflection lie against his caste and relations that they had been sustained by outside aid. The last three years have demonstrated in Bundelkhand the truth of the proverb that "the tender mercies of the wicked are cruel"; both Hinduism and Muhammadanism have conspicuously shown their lack of all sense of obligation to succour their poor neighbours and relatives. An altogether exaggerated and erroneous idea of the charity and almsgiving of the people of India and their systematic relief of their co-religionists, caste-fellows, and family members is prevalent among Europeans and too generally accepted by officials. Any system, religious or social, of charitable relief is simply non-existent among both Hindus and Musalmans, and almsgiving, in the rare instances of it, is purely capricious and usually only to save themselves the annoyance and interruption of the importunities of beggars.

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61. The general opinion among both natives and Europeans with whom I have discussed the subject is that the Native States of Central India have shown more wisdom than the Administration of the North-Western Provinces in constructing impounding reservoirs, tanks and *pakka* wells rather than in raising the level of *kachcha* roads as the chief form of relief work.

67. The North-Western Provinces Government has recently deputed a Civil Engineer to examine and report on the abandoned Ken Canal project, and this gentleman is said, after full investigation and examination on the spot, to be distinctly favourable, with some proposed modifications and alterations, to the project. The scheme, it may be remarked, received the final sanction of the Government in the seventies, and was only regarded as suspended owing to financial exigencies. The railway project perhaps superseded it, and the views of the Local Government may have undergone some change on the subject of the advantages of irrigation. The project is sketched in Atkinson's *Gazetteer of the North-Western Provinces,* Volume I, Bundelkhand, page 72; and the author of this work seems to have considered its construction so much a matter of certainty that he has placed in his map of the Banda district all its branch canals and *rajbahas.* It will of course be regarded as a famine project, as was the railway, for the time must be remote before the impoverished landholders of the district will be able to pay remunerative rates for the water supplied to them. If, however, through it they are able to pay the Government revenue demand and receive security against famine, the State will be amply compensated.

Either working in with the Ken Canal project or as a separate undertaking, it would seem to be possible to utilize the water of the Baghin river also. All familiar with the district know with what violence and velocity this ordinarily insignificant stream rushes towards the Jumna in the rainy season, and after good showers in the cold weather. Tanks or reservoirs might be constructed at favourable points along its course to detain this water.

There is a spot just below the civil station of Hamirpur, at the *prag* or junction of the Betwa river with the Jumna, where there is an immense volume of water, which seems to have escaped observation. A weir of the abundant granite stores of the neighbourhood might be thrown across the river here and a poweful canal headway be formed, which would irrigate miles of the surrounding parched lands, instead of this mass of water being allowed to flow uselessly into the ocean.

68. If I may be allowed to notice here this question reserved under an asterisk for others, I would ask to be allowed to state that the late Collector, Mr. Ferard, informed me that the octroi returns showed that a much larger quantity of grain came into Banda in 1896 and 1897 from Cawnpore by road *vid* Bindhuki and Chillaghat over the Jumna than was brought by the railway. This would seem to show that a feeder railway or steam tramway such as the Indian Midland Railway Company are now surveying between Rath (in the Hamirpur district) and Harpalpur for Nowgong, might advantageously be laid alongside of the *paka* road by which the grain carts now journey to Banda, a steam ferry being placed on the Jumna. On beyond Banda these carts go into Narayani and Karwi. The former place opens up a prospect of a useful and remunerative extension of this feeder line.

180. My impression from visits to the poor-houses at Banda and Karwi was that the rations were somewhat insufficient, contrasting painfully with the liberal allowances made to all upon the works; and that consequently the mortality of the poor-houses was high (question 176).

(The replies to some of the questions that follow have been anticipated above.)

(*President*).—You belong to the Society for the Propagation of the Gospel?—Yes.

You have had long knowledge of the Banda and Hamirpur Districts?—Yes.

You say the year 1895, with its ruined *kharif* harvest, was, in your judgment, the year of greatest distress and suffering among the people. Do you mean it was greatest because there was no relief in that year?—I mean that very largely.

How does great distress in any year show itself to you?—By the large number of beggars about, the extraordinarily small quantity of land cultivated, owing to many wells being dry and cattle poorly fed.

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Did people make many complaints that year?—Yes, there were many complaints.

I think in that year some relief was given in Lalitpur?—Not to my knowledge.

Did you see anything like actual emaciation?—Very much, in the latter part of the year especially.

It was a healthy year?—I think it was.

Did the death-rate show anything above the average?—Perhaps not.

I suppose it may be concluded that there was privation, but nothing like starvation?—I am afraid there was actual starvation.

In that year?—Decidedly.

Had previous years not been good years?—The zamindars said that was the third year they had not had seed to sow.

In your evidence you refer to an article in the *Pioneer* newspaper. That refers to the state of things in 1875?—Yes.

I suppose things have considerably improved since then?—There no doubt has been considerable improvement since then but still not all that perhaps might be hoped for (witness handed in a letter of the 31st March 1896 addressed to the *Pioneer* newspaper).*

With reference to your answer to question No. 15, can you tell us in what months relief operations were discontinued in 1896?—Early in the rains when the prospects of the rainy season seemed favourable.

I suppose they began to be stopped at the beginning of August?—Yes.

Your impression is that they were closed too early?—Yes.

Was that based on what you saw?—Yes.

What did you see?—Large numbers of beggars and emaciated people about; it was also based on what I heard from the people of the town; the town was flooded with beggars.

Did you see any cases of starvation deaths about that time?—Certainly, if not then a little later.

In going about the districts or at head-quarters?—In the town (suddur).

Did you visit relief works at all at any time?—At Karwi I saw two relief works.

When was that?—In January 1897.

That was the only occasion when you visited relief works?—Yes.

And the people then seemed to be in good trim?—Yes.

Did you have anything to do with village relief?—No.

Your work was chiefly in the poor-houses?—Yes. I had my own town relief at Banda and Karwi and my own mission poor-house. I asked Mr. Ferard if I could do anything, but he thought I had sufficient.

What was the nature of your town relief?—Relief to poor and distressed in their own houses. I found that all the people were not being relieved by Government, and I began to relieve them. I had as many as 40 families in Banda who seemed to escape the Government officers, Honorary Magistrates, tahsildars and others.

Did you ever argue the case with Mr. Ferard or his subordinates?—No, because the rule which Mr. Ferard and I adopted was that the relief given to them should be kept as quiet as possible.

These were people of some position?—Yes, in order to spare their feelings there was as little inquiry and talk as possible.

Were these people living on some sort of fixed income?—They were mostly those whose trades had failed; there were some decayed bunnias and merchants, and others who had no means of support.

Your poor-house was also distinct?—Yes.

And was it kept up by your own funds?—Partly by Mission funds. It was maintained chiefly by the English residents with some aid from the town.

Had you many applications for admission?—Yes. Of course Mr. Ferard had a poor-house and I suggested their going there. I restricted my numbers to 60, and all beyond that were sent to the Government poor-house.

Only those were admitted I suppose who were unable to work?—Yes. In many cases they improved so much in a month or so that they were sent to work. There was constant weeding out of people to relief works.

Did you have many deaths?—Yes, several.

Your remarks about the people's deficiencies in the way of mutual assistance are not quite in accordance with my own ideas, and I have had considerable experience of India. Don't you think that in their own families and inside their own caste the people of India are just as ready or more so to support them than in other parts of the world?—I am afraid not.

As a matter of fact they get on?—I am afraid they get on very badly.

Still they keep them alive?—It would be interesting to know what became of the 30,000 to 40,000 that were left in the poor-houses. If the history of these wrecks of the famine could be traced I think it would be found that they had all perished.

These people in ordinary years are kept alive?—Yes, because they go from house to house begging and worrying people, and they collect the small quantities thrown to them. In these times people have nothing to throw away. The poor people collected from the manure the grain which had passed through the bodies of cows. It was shocking.

We have been rather anxious about these people and asked a good many witnesses if they thought that village charity had revived when these people were sent back to their villages, and the general answer was that it had revived?—I think that was so to some extent, and that may have been due to a feeling of gratitude to Providence for the good rains of the year and the marvellous crop reaped. The autumn crop was a 14 to 15-anna crop.

(*Mr. Holderness*).—You have resided in Banda since 1873?—Yes.

I understand the district began to decline between 1894 and 1895?—Yes.

Up to that time do you think there was any improvement in the condition of the people as contrasted with 1873?—I suppose from the date of Mr. Cadell's settlement there was a steady improvement up to the disastrous harvest of 1894.

You say there has been a marvellous return of prosperity and a little before you said the improvement had not been as great as was hoped?—I mean up to the level of the other districts of the North-Western Provinces.

Is the district not now on the improvement grade?—I suppose it is. The argument in my note is that it has reached the limit of improvement you can expect it to reach. In order to raise it to its ancient prosperity more remains to be done: that more would appear to lie in the direction of irrigation.

It is a question whether black cotton soil can be irrigated?—I have never seen it shown that black cotton soil would be impervious to irrigation. (Witness read out to the Committee a passage from a lecture delivered by Sir Charles Elliott to the Society of Arts, and also a portion of a note by Sir Charles Crosthwaite, bearing on the point.)

As regards the relief operations last year, I understand your only objection is that they closed too early?—Yes, and to their not being begun in 1895.

You have no fault to find with them as to their conduct?—No.

Have you any suggestions to make as to the improvement of relief operations?—None.

During the time operations were in full swing, do you agree that the work was adequate?—Yes, I think so.

Throughout the district?—I think so.

(*Dr. Richardson.*)—You say in your answer to question No. 180 that your impression from visits to the poor-houses at Banda and Karwi was that the rations were somewhat insufficient. What grounds have you for supposing that the rations in the poor-houses were not sufficient?—The sad sort of way in which the people come round one for food, saying their stomachs were not filled.

Did you see any when they came. Were they emaciated?—Yes.

Were you able to contrast their condition with what you saw afterwards?—I was not able.

Then you would hardly be able to judge of the effect of the ration on the people?—I talked the matter over with Mr. Ferard and he said his impression was that it was not sufficient and that he had represented the matter.

Had not the medical officer a free-hand?—This was the ration for the whole body.

*Not printed.

Was there great mortality?—I am afraid there was immense mortality in the poor-houses.

Do you think it would have been prevented if they had a more liberal ration?—Yes.

You don't know that it is held by medical opinion that it is sometimes inadvisable to give a full ration?—Yes, I am aware that to give a full ration impairs their digestion.

You don't think the medical officer had this in mind?—I think it was the Government allowance.

Most medical officers have said they had a free hand to supplement the allowance?—Mr. Ferard's explanation was that so low a ration was fixed by Government in order that people might not feel themselves too comfortable in the poor-house, and then it would be very difficult to weed them out to relief works.

What did the people die of?—Diseases of the digestive organs mostly.

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Do you think the medical attention was sufficient?—Quite.

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Was it within their ability to attend to the number of cases in hand?—I think so.

(*Mr. Bose.*)—With reference to your remark in your note about Hindu and Mussulman charity generally, are you aware that among Hindus it is the usual practice for the well-to-do to aid or support their poor relatives, even those distantly related?—I quite understand that is a part of the family system, but a case occurred where seven widows were utterly refused assistance by the head of the family. He was their uncle and had inherited the estates, and there were other cases.

Your remark applies to all Hindus and Mussulmans?—Yes, it arises out of what occurred in Banda in the two famine years.

Mr. H. J. HOARE, Collector, Lalitpur Sub-Division, called in and examined.

Mr. H. J. Hoare.

29th Mar. 1898.

(*President.*)—In which district have you been lately?—In the Lalitpur Sub-Division since March 1895. I was officiating in Jhansi for a month.

(*Mr. Holderness.*)—When you went to the district was there any distress or signs of it?—At first the villages on black soil were suffering a great deal from the results of the rust, and shortly after I arrived a severe hail-storm took place, and it was necessary to start relief works in April 1895.

Did you have many people on relief?—The maximum number was from 300 to 400 from the villages round about.

What kind of relief works were those?—Road-mending.

Was it done under the Code system or by contract?—Practically no task was enforced. They were paid at varying rates, at first 2 annas, afterwards it was reduced to 1½ annas and finally to 1 anna, when we wanted to break up works.

Did you draw any inference from the small numbers?—That only a part of the Sub-Division was affected.

So that was the only relief in 1895?—Yes.

Was there any sign of acute suffering in 1895?—No.

Any beggars?—Not more than the ordinary number I should say. I had no acquaintance with the district before, so I could not compare the numbers.

Were there any poor-houses in 1895?—No.

In 1896 when were works opened?—On the 1st of February at Mehroni and on the 17th of March in the Lalitpur Tahsil. A considerable number of people came at once to the Lalitpur work. The numbers ran up to three or four thousand, but people bolted when the cholera intervened.

When did the cholera appear?—On the 4th of April.

Then what effect had cholera. Did it break up works?—It broke up the Lalitpur work entirely. The system of thoroughly guarding the water-supply was not in full swing then.

In Lalitpur when the big work broke up, what provision for work did you make?—We started another work on the Rajghat road.

And these works went on till the rains?—Yes.

Did you ever get to very high figures?—No, the highest figures were I think about 5,000 to 6,000.

I suppose you had poor-houses?—Yes, one was established at the end of February 1896 in Lalitpur.

Was the poor-house population at any time large?—It went up to 300.

And as to village relief?—There was none in 1896.

When did you close operations in Lalitpur in 1896?—Big works were closed with the rains. There were a number of small works which were kept on till September.

Were they executed by zemindars out of Government money?—Yes.

Did they continue to draw people?—Small numbers throughout the rains.

You never closed them?—No.

During 1896 had you any wanderers from Native States?—From Saugor, especially in the rains.

Where did they go to?—Some came to poor-houses, some went back to Saugor.

When the rains of 1896 proved bad, when did you open relief operations again?—I think works were not opened till January 1897.

When did you start village relief?—I was not in charge I think about December 1896 or January 1897.

Were you in charge of famine operations in 1897?—I was instructed to give what help I could. In April I was put in charge of the Lalitpur Tahsil.

Did your population on large works run to high figures in 1897?—I think the highest numbers were about 15,000 in Lalitpur and about 9,000 to 10,000 in Mehroni.

Were there a sufficient number of works open throughout the district? Had the people a very long distance to come for work?—No. Perhaps 15 to 20 miles was the longest distance.

What were the highest numbers on village relief?—In Lalitpur over 5,000, in Mehroni over 4,000.

These works were worked under the ordinary system til the rains?—Yes.

Then was the intermediate system introduced?—On quarry works.

Did you note the effect of the intermediate system on the workers?—Numbers were very small on quarry works, but it kept down numbers.

Do you think this reduction of numbers was what could be expected owing to the change of season, or was it brought about by a change of system and reduction of works?—It was largely brought about by a change of system.

Do you think there were sufficient reasons for a change of system?—I think so. There was plenty of occupation in the villages for the labouring class.

Village relief was extended during the rains?—At the beginning of the rains.

Do you remember when you closed relief operations finally in the division?—I cannot say when poor-houses were closed. Village relief was closed on the 15th October 1897.

I suppose it had been decreasing rapidly before?—Yes.

What is the present condition of the district?—The district is divided into (1) red soil and (2) black soil. On (1) the people are rapidly recovering, on (2) they are in an extremely bad condition still.

Is there any decrease in the population?—Yes.

In any special district?—In Balaghat it was large owing to cholera.

Was it considerable as compared with the preceding year?—I am comparing it with 1891. It has decreased for the whole sub-division; the decrease was in the black soil tracts chiefly.

Have you not made a census?—Yes, a census was made for settlement purposes by patwaris, but it is not very complete. Patwaris cannot manage the census of large villages.

Did you form any opinion as to the sufficiency of the wages paid to workers on relief works?—It was quite sufficient, especially in the case of families; in fact they could save from it.

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Do you know of any instances in which they saved?—I heard of many. I did not personally verify any.

(*President.*)—Had the people anything else to live upon besides their wage, any fruits and things?—They had a large amount of *mohwa* in the south.

I supposed they eked out their sustenance with this?—Yes. They sent their children to pick it up.

It is hard to judge of the sufficiency of the wage where there are other circumstances of that kind to be considered?—Yes, the *mohwa* would complicate it.

You said relief works in 1895 began with a 2-anna rate, and that it was reduced to 1½ anna and afterwards to 1 anna. Do you remember when the 1½ anna reduction came in?—It was very soon after the opening of the works. The Commissioner objected to the high rate of wages paid.

What were prices at that time do you remember?—I believe wheat was 13 seers; gram I think was 18 to 20.

What was the usual rate paid to coolies hired to work?—For 1½ anna you would get any number, except at harvest time.

Then 2 annas was above the average?—Yes.

Could you get coolies to work on roads for 1½ anna?—Yes.

On whose representation were these works started in 1895?—On mine and that of the Collector of Jhansi.

You said you came to the conclusion that as works did not draw distress was not acute?—Yes, and it was quite local.

Your first impression was that it was going to be acute?—Yes, that was founded on the patwaris' statements.

Are there not some jungle tribes in Lalitpur?—Yes, *Saharias.*

How did they get through the famine?—Very badly.

Did they come to relief works?—They did not come very largely. At first it was difficult to get them on to village lists. They were suspicious, as there were tales about that they were to be deported.

Do they live in villages of their own?—Yes, in small huts of the poorest description.

You think that many died?—Yes, especially in the rains.

Do you think in a famine year the usual system of reports of deaths can be relied upon. Do you think that returns were as accurate in a famine year as in an ordinary year?—From what I have heard I should think they cannot be.

What was the month you spent in Jhansi?—October 1896.

(*Mr. Bose.*)—As to those who came from the Saugor District, did you give them work the same as in your own district?—Relief was never refused to the poor.

Did they come in large numbers?—They did not penetrate to Lalitpur town in large numbers.

Was any report sent to the Central Provinces Administration?—I reported it to the Collector.

(*Dr. Richardson.*)—How many poor-houses had you?—In 1896 one poor-house.

What was your opinion as to the sufficiency of the ration of people in the poor-house?—The people did very well after a time.

How were they dealt with when they got into good condition?—We sent them off to their villages.

Was the mortality great amongst them?—It was at times. We had a considerable number of deaths from cholera in April.

How did you deal with the outbreak?—I arrived a day after it broke out. The people were scattered all over the country.

They could not do better, do you think?—It spread into all the villages and got a footing there.

Did the disease break out in poor-houses or on relief works?—Not a single case was known before it broke out on works.

Was there anything insanitary on the works?—I think the people found the water-supply insufficient and drank water from the nearest *nullahs.* I believe that was the cause of the outbreak.

ASSISTANT SURGEON SRIPATI SAHAI, RAI BAHADUR, *Mau-Ranipur*, called in and examined.

Asstt. Sur. Sripati Sahai.

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I put in written answers to the Commission's questions.

As to the extent and severity of the distress.

* 1. The distress was general in the Jhansi district, covering an area of about 3,587 square miles. The number of persons affected was about 47,800, or 7 per cent. of the entire population, which is 683,619.

2. Three successive bad years due to failure of rains and of harvests.

3 (*a*). The average annual rainfall is 37·40 inches. The actual rainfall during the last three years was as follows:—

1895	34·15
1896	32·89
1897	36·24

The normal harvest is 16 annas. The actual harvest during the last three years was—

	Rabi. Annas.	Kharif. Annas.
1895	13	12
1896	7	10
1897	7	15

(*b*) The prices of food-grains were about three times as high during the last famine as compared with normal years. I have no experience of the past famines. But it is said that the prices of food-grains towards the end of the recent famine were as high as in the past famines.

4. The condition of the district up to the failure of the rains was fairly good. The preceding seasons were good.

5. In this district there is no particular section of population which, under normal circumstances, may be considered in a specially distressed state.

6. In this district the soil is chiefly black cotton soil (*máta* or *már*), which is wholly dependent on timely rains, inasmuch as it is impossible to irrigate it—first, because it is very absorbent; and, secondly, because the ground is, as a rule, rocky and uneven. The wells and tanks are insufficient to irrigate other kinds of soil suitable for irrigation, such as *parwa* (yellowish soil) and *rankar* (sandy soil).

7. There are no reserves of money or food for the support of the population in the event of the failure of even two consecutive harvests. The poorness of the district is due to the produce of the land being only just sufficient for the current need of the people.

8. I have no experience of past famines; but it is stated that the previous famines in this district were more severely felt, not because the harvests were poorer compared with the present famine, but because at that time this part of the country was not opened up by railways, and therefore means of import of food-grains were very limited.

9. The estimates of crop failure or degree of distress or the absence of resources on the part of the people were always more or less accurately made.

As to relief works.

114. As irrigation in this district is very defective. I would suggest that works of permanent utility in this direction be more extensively undertaken in future famines. An estimate as to the number and cost of wells and tanks in each village should be prepared by the Public Works Department and kept in the Collector's office. In the time of famine the *lambardárs* and *patwári* of each village should be supplied with money to carry on the work thus proposed. One well or one tank may be taken at a time, and on its completion an officer of the Public Works Department should inspect the work, and on his reporting the completion of the work, more money should be given to the *lambardárs* to undertake the construction of other wells and tanks till the total estimated number of wells and tanks are finished. I attribute the following advantages to this scheme:—

(1) The employment of a large number of persons to supervise the relief works will be unnecessary

* The numbers refer to the questions drawn up by the Commission.

The ordinary tahsil officials would be enough to supervise the village works from time to time or a few extra hands may be employed. In this way a great economy would be effected.

(2) The fear of embezzling public money will greatly be minimized. The *lambardárs* and *patwáris* will only get sufficient money at a time to construct a single well or tank according to the estimate of the Public Works Department, and will be bound to complete the work before they are given more money for the remaining works.

(3) The *lambardárs* and villagers will take a great interest in such works and are not likely to waste money.

(4) The condition of the agricultural area will be permanently improved, and thus one of the main causes of famine will, to a great extent, be removed.

(5) Each village will have its own relief centre, and the villagers will not be compelled to leave their houses. Overcrowding on famine relief works will be avoided, thus obviating, to a great extent, the outbreak of epidemic diseases and the necessary medical and sanitary equipment.

As to gratuitous relief.

148. The number of persons on gratuitous relief in Mau-Ranipur tahsil at the time of maximum pressure (in 1897) was 2,434, as detailed below :—

In Mau-Ranipur municipal towns.		Outside the municipal towns.	
Population.	On gratuitous relief.	Population.	On gratuitous relief.
19,675	643	90,027	1,791

149. The persons so relieved mainly belonged to agricultural classes resident in the rural areas.

150. As far as my experience goes, all the persons thus relieved were incapable of work on a relief work and were without relatives bound and able to support them, and had no resources of any kind.

151. In ordinary years they are supported by agricultural labour.

153. In the municipal towns the number of persons requiring gratuitous relief can accurately be estimated through the agency of the municipal members. They should be requested to prepare a list of persons requiring relief in their own wards, and this list may be checked, if necessary, by an official before actually giving the relief. One or two respectable persons of each *muhalla* may be asked to assist the members in preparing the list. In the rural population such an estimate would not be very reliable. But the *lambardar* and *patwari* of each village may prepare the list as in the municipal towns, and this list be carefully scrutinized by a Deputy Collector or Tahsildar. In this way a fairly accurate estimate may be arrived at.

As to the poor-houses.

172. The poor-house in Mau, to which my experience is confined, was opened from 19th November 1896 to 15th September 1897. The average daily population was about 458, and the highest number was 823 in the third week of January 1897.

173. The inmates were chiefly drawn from agricultural, labouring, and artisan (Koris) classes.

174. Persons of better castes and respectable positions did not come to the poor-house. In greater degree of pressure or in the absence of gratuitous relief, it is not unlikely that some of them would have gone to the poor-house.

175. I have no experience of the former famines.

176. The number of deaths in all the five poor-houses of the district was 841, and the percentage of deaths to total number of admissions was 9·12.

Mortality of the Mau poor-houses was not unusually high throughout the period, it being 5·44 per cent. of the total admissions.

In November	1896	there were	3	deaths.
„ December	„	„	22	„
„ January	1897	„	34	„
„ February	„	„	56	„
„ March	„	„	24	„
„ April	„	„	21	„
„ May	„	„	12	„
„ June	„	„	10	„
„ July	„	„	14	„
„ August	„	„	10	„
„ September	„	„	2	„
Total			208	deaths out of 3,618 admissions.

From this it will be noticed that the mortality was on the increase up to February 1897 and began to decrease from March. This fact proves that the persons who came in the beginning were famine-stricken and in a bad state of health. They improved by their stay in the poor-house, and consequently the mortality began to go down. Another reason for the low mortality in the latter period was that the persons who sought admission in that period were generally in a better state of health, due to the extension of the various relief measures on all sides.

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177. Several persons came from the neighbouring Native States, and a few from other districts.

178. As far as my experience goes, households were not broken up to any considerable extent, nor was much wandering caused. But this was entirely due to the prompt and effective measures taken everywhere in these provinces for the relief of the distress.

179. The population of the poor-house was vigilanty kept down by systematically drafting to relief works or to their houses all who could properly be thus disposed of.

180. The ration prescribed by the Famine Code was found sufficient.

In the case of the weak and sickly persons such diet was given as was found suitable in each case.

181. The rules and appendices of the Famine Code are suitable and have worked well in the last famine.

182. I do not think legal powers are required to send persons found begging and wanderers to the poor-house.

183. Efforts were made to get work out of the poor-house inmates, but were not very successful.

184. No compulsion was found necessary here to detain persons in the poor-house. The inmates were perfectly free to leave when they liked. There were no escapes, and departures were very rare.

As to orphans.

220. Orphans at the end of famine should be made over to such respectable persons or societies who care to have them and who, in the opinion of Government, are likely to look after them properly. In case all the orphans cannot thus be disposed of, then for the remainder at least one orphanage should be opened in the Province, and the orphans kept there and trained till they can earn their livelihood. The orphanage should be established and maintained by private subscriptions, supplemented, if necessary, by Government grants-in-aid.

221. So long as no other provision is made, the Government aid which the orphans are receiving in private orphanages should certainly be continued.

As to private charitable relief as auxiliary to State relief.

227. The opening of State grain shops, where food-grains may be sold below the prevailing market rate, is not, in my opinion, practicable, inasmuch as it would be very difficult to keep up proper accounts and a proper system of checking them. It would also be impracticable to differentiate between persons who should be entitled to buy at such shops and who should not. These shops also would interfere with free trade, and it is extremely necessary at such times that large imports of grain should be encouraged.

223. No such shops were started here. The opening of such shops certainly means interference with private trade.

229. As no such shops were opened here, I can give no opinion.

234. The auxiliary aid rendered by the Indian Famine Charitable Relief Fund has served a very useful purpose. The following useful purposes were served :—

(1) aid was given to respectable poor at their houses ;

(2) cattle and seed grain were provided to cultivators ;

(3) implements and tools were provided to artisans ;

(4) clothing was supplied to the poor.

237. Supply of clothing was found to be the most popular form of relief under object (*i*) and evoked the greatest gratitude.

238. The greatest amount of good at the smallest cost to the fund was done by the distribution of money doles to respectable poor under object (*iii*).

239. It was right, in my opinion, to spend the bulk of the fund in helping broken-down agriculturists.

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240. The money thus spent also resulted in great economic advantage to the country, because the articles purchased were products of the country.

As to emigrants and wanderers.

242. The number of wanderers, *i.e.*, homeless beggars was not so very large here as to attract attention. Those who were found begging about in the town were sent to the poor-house.

243. I don't think that any relief measure would prevent people (such as "Kanjars," "Natts," and "Biluchis") with whom it is a custom to migrate at certain seasons of the year from wandering.

245. Wanderers were not noticed by me here during the last famine.

247. They should be sent back to their native places or any other place where labour may be available for them. It would be a great advantage to the country if they can be made to work so as not to be a drain on the working population.

As to the mortality during the famine period.

248. The ratio of deaths per 1,000 of population in this district for 1891 to 1895 is given below compared with the same ratio for 1896 and 1897 :—

Normal years.	
1891	40·12
1892	40·34
1893	22·23
1894	33·03
1895	35·15
Famine years.	
1896	67·40
1897	48·29

249. As far as I can gather, the higher ratio of deaths in 1896 and 1897 was due to indirect effects of scarcity. Thirty deaths are reported to have occurred from starvation as recorded in the poor-houses.

250. In the absence of relief measures there is no doubt the mortality would have been much higher.

251. The high mortality of the last two years is, to some extent, due to cholera, and therefore all the mortality cannot be attributed to scarcity alone. Mortality from cholera in the district in 1896 and 1897 was—

	1896.	1897.
On relief works	Not recorded.	256·
In poor-houses	9·	27·
In the district	6,122·	1,019·
Total	6,131·	1,302·

There were no deaths from cholera in the Mau poor-house although the disease had broken out on the famine relief works about two miles from the poor-house. This was due to strict isolation.

252. In Mau-Ranipur and the surrounding places where famine relief works were opened the supply of potable water was fairly good.

The origin of cholera could not be traced out, but it is certain that bowel complaints were frequent and were due to bad food and impure water, as the labourers sometimes did not use the water from the protected wells and they were free to eat what kind of food they liked.

Cholera may have been intensified by these causes.

253. The high mortality was, to a great extent, due to bowel complaints caused by unwholesome dietary. At the relief works the labourers got their wages in pice and were at liberty to purchase food-grains from the shops. The quantity of the grains at the shops was good, being under official supervision, but the labourers in many cases were noticed to purchase only small quantities of food-grains in order to save money, and they made up the deficiency by adding unwholesome extraneous substances, such as bark of trees, grass seeds, and pounded *bair* fruit (wild plums).

254. The diet supplied to the poor-house inmates was sufficient to maintain them in health.

The scale of diet laid down in the Famine Code needs no alteration,

255. Number of deaths in the district from actual starvation during the last famine was 30 as recorded in the poor-houses. The number of those who died indirectly from starvation cannot be ascertained.

256. There were no deaths from starvation in Mau-Ranipur. Before the Government poor-house was opened the Municipal Board started a temporary poor-house, in which helpless poor were supported for about three months.

257. In my opinion the measures of State relief were not defective either in principle or practice.

The sanitary condition of the relief works and the poor-house was satisfactory. The mortality was not due to defects in sanitary measures.

Every practicable precaution was taken to protect water supplies against contamination.

258. The medical staff was sufficient, and the supply of medicines and medical comforts was ample and satisfactory.

In this place I may mention the use of ashes, as a substitute for disinfecting powders in the latrines. I am of opinion that disinfectants destroy the manurial property of solid excreta. They should be used for choleraic and dysenteric stools.

In the Mau poor-house the ashes instead of forming a nuisance in the kitchen compound, were regularly removed and heaped in the latrines. They were freely sprinkled on on the ground as required and removed bad smell from the latrines as effectually as any other disinfectant would have done, without, of course, destroying the manurial property of the night soil.

As to the ordinary food of the people.

273. The ordinary food-grains of the well-to-do labourers and artisans is *juar*, gram, wheat, *kodon*, and *sanwan* and various kinds of pulses, chiefly *mung* and *urd*.

274. They generally take two meals in the day, and the food consists of bread and dal or cooked vegetables and water.

275. If ordinary food-grains happen to be unprocurable the people here eat *mahua*, *bair* (wild plums), *khali* (oil-cake), and *gular* (Indian fig).

276. *Mahua* is preferred to *bair* and *khali*, etc.

277. *Rabi*, *phekar*, and *kutki* are other kinds of grain that may be substituted for ordinary food, but they are supposed to be innutritious and to cause obstinate constipation.

278. In the Mau poor-house gram, *juar*, *urd*, *mung*, and vegetables were given. At the relief works also all these articles were procurable.

279. In the poor-house the inmates got two meals a day. The two meals were uniform and consisted of articles already mentioned.

280. No special complaints were made.

As to food stock and prices.

284. The grain traders of Mau-Ranipur were fairly active in trading in grain, as is borne out by the octroi income shown below :—

	R
1895-96	4,622
1896-97	5,280

287. There was no export of food-grain in the famine years from Mau-Ranipur to any place outside the district, save to the surrounding villages and some Native States.

288. Fortunes were made chiefly by the banias, who carry on the grain trade here.

294. Since the extension of the railways the following local products are largely exported : *tili*, *alsi*, *mahua* seeds.

302. Jewellery, brass pots, and cattle were sold to a very large extent.

(*President*).—You are in medical charge of Mau-Ranipur?—Yes.

How long have you been there?—12 years.

It is the furthest off part of Jhansi?—Yes.

(*Dr. Richardson.*)—You say in answer No. 4 of your note that the condition of the districts up to the failure of the rains was fairly good. The preceding seasons were good?—Yes, from 1895 the scarcity commenced.

Did you visit many of the relief works in your sub-division?—Yes, the surrounding ones.

Were many of them over-crowded?—Yes, sometimes.

Did this over-crowding lead to ill effects?—No. There were some cases of sunstroke.

Was there any epidemic disease?—No.

Were workers provided with good drinking water?—Yes, I saw to that.

Did cholera prevail in epidemic form?—No, it was sporadic.

Were hospitals connected with big works?—Yes.

Under your own immediate management?—I only went out to see them.

On works had you chiefly women and children, or were there many men amongst them?—I think the proportion was fair. There was a large number of men.

Children came to works with their mothers?—Yes.

Did you see many emaciated people?—Yes, at the beginning of the famine.

Did children show special signs of emaciation?—Yes.

To what do you attribute that?—Scarcity.

Did they seem to have been neglected at all by their parents?—No. It was simply due to poor food. Their parents could not get a proper amount of food for them.

Later on kitchens were opened?—Yes.

Did children improve under your observation or remain in poor condition?—They improved.

How did they improve?—After the parents got wages.

Do you think the parents had enough so as to give their children enough?—Yes.

When did you open poor-houses in Mau?—In November 1896.

Did you see any stragglers about in an emaciated condition?—Yes. I represented the matter to the Collector, and the Municipal poor-house was opened.

Did people come in numbers to the Municipal poor-house?—I think about 150 came.

And then to Government poor-houses?—They came in numbers.

Where did they come from?—From Native States and also from British territory. They came chiefly from British territory.

You say in answer to question No. 176 that the number of deaths in all the five poor-houses of the district was 841, and the percentage of deaths to the total number of admissions was 9·12. That was in the whole district of Jhansi?—Yes.

What was the condition of the people when they came to poor-houses?—In the beginning they were emaciated, but after they stayed in the poor-house, they improved.

Were they in a moribund state at the time of arrival?—No.

They didn't die at once?—No.

What were the prevailing diseases?—Diarrhœa and dysentery.

What were they caused by?—Bad food. Out of 200 deaths 103 were caused by diarrhœa and dysentery.

Was there any scorbutic disease amongst them?—No.

Was there any *cancrum oris*?—No.

Was there any ophthalmia?—Yes.

What did you put that down to?—Poverty of blood, bad food and bad hygiene.

Did it become contagious?—No.

Did you find it needful to segregate them at all?—No.

In answer No. 179 you say the population of the poor-house was vigilantly kept down by systematically drafting to relief works, or to their houses, all who could properly be thus disposed of. How were they conveyed to relief works?—The Deputy Magistrate was in charge of the institution. He sent them away by chupprassies.

Did they go willingly?—I found no objection made.

Had they any great distance to go?—No.

How far was it to the relief works?—Three or four miles.

Do you consider the ration given in poor-houses was sufficient?—I think it was sufficient, the inmates grew fat after a few days.

Did you prescribe anything in addition?—In some cases we had to give milk, rice, etc.

For what proportion of the poor-house people had you to give an extra ration?—Five per cent.

And the others did well with the ordinary food?—Yes.

You consider it sufficient?—Yes.

Had you a free hand in giving as much as you chose for those you considered it needful?—Yes. *Asstt. Sur. Sripati Sahai.*

The Magistrate allowed that?—Yes.

You say in answer to question No. 183 that efforts were made to get work out of the poor-house inmates, but they were not very successful?—Yes, it was only baskets and such light work. *29th Mar. 1898.*

(*President.*)—In the poor-house was there a hospital side and an ordinary side?—Yes.

Did you consider yourself quite at liberty to give anything you considered they should have on the hospital side?—Yes.

On the other side would you consider it right to give more than the ration?—I think it was quite enough when they had no work to do. I always found they improved after a few days.

(*Dr. Richardson.*)—In that case you would not prescribe?—No.

(*President.*)—You would not prescribe anything unless you put a man on the hospital side?—No.

(*Dr. Richardson.*)—Was there a sufficiency of vegetables?—Yes, we gave vegetables twice a week.

Mau-Ranipur is a good place for vegetables?—Yes.

(*President.*)—What is the allowance of vegetables in the poor-house ration?—We gave about two chattaks per man. It depends upon the kind of vegetables. We gave *ság*. The case would be different with potatoes.

Did you give *ghee* or oil?—We gave *ghee*.

So with vegetables and *ghee* or *oil* you found eight chattaks sufficient for a man?—I think it was. I think it was enough to maintain their health.

Were they mostly sickly and weakly people?—Yes, at the beginning I found in some cases they could not take eight chattaks. We increased the ration when their digestion improved, when they were tolerably healthy.

Did they complain that they hadn't enough to eat?—They did complain, but we judged them by their condition and not by their complaints.

Were they always complaining that they hadn't enough?—Yes.

(*Dr. Richardson.*)—They improved, did they?—Yes.

And you were able to draft them to works?—Yes.

You say in answer to question No. 253 that the quantity of grain at the shops was good being under official supervision, but the labourers in many cases were noticed to purchase only small quantities of food-grain in order to save money?—Yes, I have personal knowledge of that.

You go on to say that the deficiency was made up by adding unwholesome extraneous substances, such as bark of trees, grass seeds, and pounded *kair* fruit (wild plums). Did this injure their health?—Yes.

And so they starved their children too?—Yes.

Were people much in need of clothing?—Yes.

What sort of shelters did they provide on relief works?—Temporary *chuppurs*.

They were good enough?—In the hot season they hadn't sufficient protection, otherwise they were good enough.

In reply to question No. 249 you say that 30 deaths are reported to have occurred from starvation as recorded in the poor-houses. Did you verify them?—No.

Did you come across any dead bodies?—No.

You are not aware of any persons having died directly from starvation?—No.

You say in reply to question No. 258 that you think disinfectants destroy the manurial property of solid excreta. What disinfectants?—I think carbolic acid does.

Have you any proof of that?—If by any accident a disinfectant was placed on the *gumlahs* the trees withered.

You know the people very well?—Yes.

Have they recovered from the effects of the famine?—I don't think all have recovered.

When did you close your poor-houses?—In September.

How many were there at the time when you closed?—About 300.

What became of them?—They went to their villages.

Asstt. Sur. Sripati Sahai.

29th Mar. 1898.

Was any provision made for their support. Was any *bucksheesh* given to them?—No.

Did you trace any of them afterwards?—Those in my district I found all right.

What is your opinion as to having turned out so many?—Certainly some of them were not in a fit condition to be turned out.

They were dependent on charity?—Yes.

Did this charity come to their rescue?—Yes.

Did the people seem grateful for what the Government had done?—Yes.

Was there any special prevalence of fever?—No.

(*President.*)—In your answer to question No. 114 you give an opinion in favour of village works. Is this based on your own experience?—Yes, entirely on my own experience.

Did you compare village works with big relief works?—Yes, and I think village works were more effective. I don't mean that big works should be abolished. I mean that village works should be more extensive.

Do you think the objection of people to leave their houses and live on works at a considerable distance is a reasonable objection?—I think it is.

Do you think they sustain any particular loss?—I think they do.

In what sort of way?—For instance when land remains uncultivated for a certain number of years *kans* grows and spoils the land.

Supposing a small cultivator goes away for two or three months, do you think he suffers much damage? Is he able to have his cattle arranged for?—I think he does suffer.

You say in answer to question No. 237 that the supply of clothing was found to be the most popular form of relief. Do you think more of the charitable money might have been spent on that object?—I think so, the people had no clothing, so more money might have been spent in that way.

Are there any weavers?—Yes (*Koris*).

Are they a sort of half weavers and half labourers? They do nothing but weaving.

Did they continue to work at their weaving business during the famine?—No, they were reduced to great distress.

How many families do you think there are in Mau-Ranipur?—About 600.

Did these people come to relief works?—Yes, and they came to poor-houses also.

Did they suffer more than other people on relief works?—Yes.

Owing to their being in the habit of working under cover?—Yes.

Do you think it would have been a good thing to give them relief in their own business?—Yes, that was done to some extent.

In your answer to question No. 275 you mention *khali* (oil-cake). What is that made of?—By pressing oil-seeds the solid portion left is called *khali* and the liquid portion oil.

Is it easily digested?—No.

(*Mr. Holderness.*)—In your answer to question No. 248 you show that the death-rate for 1896 was considerably higher than that for 1897. What is the reason of that high death-rate for 1896?—Cholera broke out in Lalitpur. I have said in answer to the next question that as far as I can gather the higher ratio of deaths in 1896 and 1897 was due to the indirect effects of scarcity.

You say in your answer to question No. 148 that 643 persons were on gratuitous relief in Mau-Ranipur in 1897. Are these people being supported in the town or what has happened to them?—They are supported by their relatives.

Is that within your own knowledge?—No.

(*Mr. Bose.*)—With reference to your answer to question No. 227, do you think it would be practicable to start these grain shops from charitable relief, or does your remark only apply to State grain shops?—It applies only to State grain shops.

PANDIT JAWAHIR LAL, RAI BAHADUR, Deputy Collector, Jalaun district, called in and examined.

Pandit Jawahir Lal.

29th Mar. 1898.

I put in a written statement of evidence.

NOTE OF EVIDENCE.

In my charge area affected was about 250 square miles with a population of about 67,000 souls. The distress was due to successive failnre of crops and other natural calamities, such as hail, red rust, etc., from the year 1889, as well as to abnormally high prices ruling during the years 1896-97.

Three of the harvests failed for want of later rains in 1896-97.

The prices of food-grains were higher even than those experienced in past famines so far back as 1837.

Under normal circumstances population of the affected area is considered to enjoy a fair measure of material well-being. The soil is chiefly *már* and *kabar*, and an absence of timely rains does affect the crop materially. Petty cultivators, and especially the agricultural labourers, are the first to feel the distress, as they have no reserves of grain or money and depend on timely harvests and agricultural labour.

In the recent famine people had very little reserved stocks on account of a decade of preceding bad years, the year 1892 excepted, while in previous famines so far back as 1837 A. D. the prices of food-grains were never below 9 *sers*. In the past famines, when the relief works were not so extensively opened in the district, good many cultivators and *pattidars* left for Malwa, which was a centre of attraction in those days. There being no railway communication at the time, the prices were felt very acutely, while in the last famine the prices were nearly the same throughout India and therefore the people had no place to go to catch easy prices and labour especially when numerous relief works were started by Government just in the nick of time.

From 21st February to 23rd October 847,043 units were relieved at their homes at a total expense of R45,135-4-11 :—

Chapter V	621,035
„ X	226,008
Total .	847,043

Public Works Department Works.

From 1st January to the close of relief works in the beginning of October 1897, 4,601,082 units were relieved by Public Works Department on works at an expense of R3,34,552, including the cost of tools, plant, and other items. The highest number was reached during 24th to 30th April 1897 and 29th May 1897, while 25,437 units at a cost of R2,637-10-0, including the cost of *phaoras*, were relieved on six small village works under civil agency through *zamíndárs* and 1,000,231 cubic feet earthwork was done at the rate of about R2-8-0 per 1,000 cubic feet.

The extent to which the prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

The following different measures of relief were going on under my charge :—

(1) six large works ;

(2) six small works ;

(3) one poor-house ;

(4) village relief ;

(5) care of wanderers, through police station officers, circle officers, naib-tahsíldárs, tahsíldars, and sub-divisional officers.

There were no measures of private relief, except that a tank was dug at Chamar in 1896 by the *zamindar* at his own expense, but that was much before the relief works of 1897 began.

A list of departures or innovations accompanies this. The system of village relief by intelligent natives not themselves in need and small works by the cultivators and *zamindars*. Large works by the labouring classes and masses were highly appreciated. As for future famines, I beg to submit herewith a note of opinion.

Relief works.

There were large works on seven roads, and 35 tanks were deepened and restored by Public Works Department.

six village tanks dug out by civil agency through *zamindars* at the entire cost of Government. Total lengths in miles of my charge come to 53·43 in addition to the 35 tanks stated above and the six tanks as small works. All the *kachcha* roads constructed will be of permanent utility to the public. They will not be abandoned by falling into disrepair. I say this because they were being used constantly even when this improvement was not effected through famine labour. The same roads can be still raised a few years hence. There was no metal collection in my charge of the tahsil. Village tanks are works of the greatest future use to the villagers and their cattle. They also keep off the effect of dryness from crop in their vicinity. Average number of workers on tanks was according to the size of the tank on which they were employed. In some tanks 500, in others 2,000, persons could be employed without difficulty of work or supervision. Payments strictly by result of the task done kept away persons other than the *bonâ fide* applicants from rushing to tank work going on in their village. On a recurrence of famine after a score of years the same tanks may be deepened to any extent.

II.—As to large and small works and the distance test.

Labourers used to return home to their villages invariably and when the latter were within five miles from the works, and when accommodation is provided on the relief works, they can go to any distance within their district on the work. Here drafts were sent from Kalpi (Chunout Ghat) to Hardoi, a distance of more than 20 miles. But in case of refusal they should be turned out. Before the closing of operations Kunch Rendhar road was started. Kunch townpeople rushed in considerable numbers. They were drafted to Rendhar 12 miles off. Those who refused to go were excluded, and *jhanda* was discontinued within five miles from the town. But if there were any admissions made in case of necessity, such cases were drafted just on admission. This system worked well here. There is not the slightest objection to conveying relief labourers to long distances, such as over 100 miles off; but if they have cattle to look after, they should be taken away along with them. But in the case of Jalaun district I am against such a step being taken, as it is already thinly populated. As a rule, all the famine workers resided on the works, except when their homes were within five miles. A high task and low rate of wage in themselves are not always sufficient tests, unless fine is imposed below minimum.

No reductions in task were made to enable famine workers to return home or arrive at work. Cost of hutting comes to Re. 1 per *sirki pal*, but giving shelter to seven persons at a time. Cold and winter rains did cause a few deaths, but in addition to huts fuel wood was given to weakly and infirm, which was much appreciated.

Blankets were also given to sickly persons and infants. When works are small, number of dependants must be large. The reason is that males desert their old children and females at the appearance of distress and leave them to seek livelihood for themselves; but when the severity of of distress is most acute (and large works are started), by that time the males themselves fall in need of help and flock to the relief works.

The most convenient system of classifying relief labourers when employed on task work is as follows:—

A.—Diggers, male or female.

B.—Cariers, male or female, and children between 12 and 16.

C.—Dependants, weakly, old children between 8 and 12.

D.—Children in arms.

The minimum age of child when he is expected to work actually is 8. Workers should be paid by results of work done, and not minimum, dependants excepted.

Labourers should not be allowed to work and have more than the task allotted. On Sunday half wages and not minimum—dependants excepted—should be paid on condition that the recipient has attended continuously the three previous days.

Famine naib-tahsildars were the proper officers in charge of camps, but they must be assisted by their officers whether the latter be time-keepers or cashiers or work agents or *muharrirs*.

Naib-tahsildars as well as their inspecting or controlling officers may be given powers to arrest, detain and send the cheaters, defalcators or other offenders to Magistrate or the nearest police station. To invest them with magisterial powers will interfere greatly in the discharge of their legitimate and most onerous duties of relief works.

Pandit Juwahir Lal.

29th Mar. 1898.

At Public Works Department works the labourers had many comforts and even indulgence, such as sanitary arrangements, clean water ever ready with them, huts, *bazar*, and, above all, prompt treatment of their slightest ailments, the support of their numerous dependants. This is the difference between Public Works Department and small works.

Payments were made daily, *i.e.*, for each on the morning following it.

Pice unit was adopted for payments. It has not been the practice to require *chalan* from civil officers before admitting new comers to the works, but in the beginning dependants were generally refused, probably with a view to secure cheap work, but the matter was brought to Collector's notice and then such needy and fit for work persons were sent to camps with civil officers. *Chalans* and receipts were taken.

Berias and Kanjars were working like other labourers and were marvellously peaceful and disciplined. The famine expenditure, according to my impression, must have been between four or five times the ordinary rate of work, including expense of tools and plant and other items.

As to gratuitous relief.

At the outset 12 per cent. was under gratuitous relief in my charge when works were not started; at the close of these works it was about 5 per cent. or 6 per cent. Persons relieved were from agricultural classes, women, children, and also males incapable. Those that were found capable were drafted to relief works. In ordinary years these persons get agricultural labour, in which they get grain to last them for months or till the next harvest. The incapable male and female get charity in their villages.

In 1896 not much in the shape of village relief was necessary. Incapable poor here, too, in some cases were as dependants with their working relatives at work. But in many other cases incapable poor were left at home.

Such persons were relieved at their homes, provided their working relatives did go to relief works; otherwise not. Everybody seeks for gratuitous relief instead of going to work.

Every circle officer visited each village in his circle of 35 villages once a week instead of 10 days, and sub-divisional officer once a month all the circle officers' villages. Every caste applied for village relief subsequently.

Brahman, Chhattri, Bais excepted, all will accept food at the State kitchens, but it is not practicable or expedient to open State kitchens except at relief works for children.

Gratuitous relief was given at actual homes or in a *chaupal* in the village. *Patwaris* had no hand in distributing gratuitous relief in my charge; this work was entrusted to *mukhias*.

As to poor-house.

Generally 200 was the number of inmates in poor-houses. It rose to 683 at one time after the close of all Public Works Department works.

Low class people. Muhammadans, also Hindus of higher classes, such as Thakur and Brahmans, but these very rarely come to poor-house. Have no experience of past famines. One third of the poor-house population was from other districts and Native States, especially the latter.

The famine was most severe ever heard of. Persons in the poor-houses were regularly watched and drafted to works, and also to village relief. Compulsion on occasions was used to send people to work or poor-house. Legal powers will be appreciated by the public. Light work, such as of cutting grass, rope-making basket-making, *leeping*, and clearing, was exacted from men in poor-houses. So compulsion and watch were also necessary. No relief centres were necessary. No relief kitchens were necessary, except in connection with relief works, as parents could not be always trusted in famine times.

Pandit Jawahir Lal.

29th Mar. 1898.

Government loans were given as below :—

		R	a.	p.	
1895-96	*Taqavi* under Act XVII of 1884	93,445	4	0	For the whole district of Jalaun.
	,, ,, XIX bearing interest	19,000	0	0	
	Taqavi under Act XIX without interest	10,000	0	0	
1896-97	*Taqavi*, Act XII of 1884	69,679	0	0	
	,, carrot seed	2,539	0	0	
	,, for the relief of distress free of interest	71,082	0	0	
	Taqavi, Act XIX at 6¼ per cent.	6,602	0	0	
	,, for *kachcha* wells free of interest	13,688	0	0	
	Taqavi for masonry wells at 4¼ interest	21,000	0	0	
	Total	3,17,235	4	0	

In the cases of big respectable cultivators the principle cannot but be approved from all points of view. But this cannot be done for every cultivator, except when he is a big, respectable, occupancy tenant. It is better to make such people debtor than to leave them to their own resources of becoming the debtors of money-lenders and becoming property-less.

As to suspensions and remissions of land revenue.

In the district total amount suspended is R10,74,065-1-2.

Details of suspensions for the whole districts are—

	R	a.	p.
1301 *fasli*	856	14	0
1302 ,,	15,491	7	8
1303 ,,	2,71,638	2	8
1304 *kharif*	2,83,095	0	6
1304 *rabi*	5,02,983	8	4

In my *tashil* (Kunch) R74,256 is under suspension, and R2,54,766 has been sanctioned for remission. The suspended amount will be surely collected should seasons be good. This will be collected till the end of 1307 *fasli*. Suspended rent carries no interest, and it ought not to. Powers to enforce suspension in *muafi mahals* is necessary. It is true the *muafidar* ought to look to his own cultivators' interests, but in a famine year, when numerous forms of Government relief are given, he is likely to neglect his cultivators, as he has been doing in the recent famines.

Sources of petty money-lenders were exhausted, while well-to-do ones stopped advancing.

As to the use of forests.

In 1896 tracts in Orai *pargana* by the side of canal were flooded for grazing, but in 1897 no such step was necessary, as there was an abundance of *juar* stalks which brought forth no ears. No collection of fodder was necessary. In 1896 and 1897 people ate *auria*, *dhunia*, berry, *durkhuru*, *karaunda*, *chaulai patharchata*, *lunia*, *gular*, *bargad*, tamarind seeds and seeds of *mahua*, berry, mango, *babul*, and fruits of *chhokra* trees and other small grass seeds, and *motha* roots.

Orphans were made over to respectable *bonâ fide* applicants.

No grain shops were opened here, nor was it considered practicable and necessary to do so without interference with private trade. This is the reason why grain was always to be had in plenty in the markets.

For helping the broken-down cultivators (males) relief should be given only when acute distress is subsiding, but all through the distress something from *chanda* money should be given for subsistence of their females and children, especially if they are Brahmans, Bania, Thakur, or higher class of Mussalmans than mere Julahas and Behnas; for the females of these castes will not go to relief camps, but their males can, though with great reluctance.

Petty *zamindars*, occupancy tenants, or respectable non-occupancy tenants who are permanent residents of the locality, should be helped under object IV. Precedence should be given to those cultivators who are on relief works. Those who sub-let their holdings should not be helped. In my opinion Charity Fund could be applied in helping those who could not get *taqavi* loans. It could be usefully spent in supplementing *taqavi*, and it was done so to some extent.

The operations of Charitable Fund have procured supplementary food and clothing for many *parda nashins*, hospital and poor-house inmates; have saved cattle; procured cattle; helped the cases of house burnt and houses of poor people fallen by excessive rains, and actually relieved many such cultivators who were in privation, but could not go to relief works to work side by side with their labourers through shame. Clothing for aged, infirm, and children was most popular, food being already supplied by Government. Helping respectable cultivations and other families, children and women, by giving them subsistence and clothing did much good.

It is quite expedient to spend the bulk of the fund in helping broken-down agriculturists, as it cannot but result in great economic advantage to the country.

In my charge I distributed R15,000 for seed and R35,000 for bullocks. Almost all of it was spent for the purpose it was given; not only this, but it induced the *zamindars* and money-lenders to advance money to the cultivators, for when the former saw the latter had got bullocks, he had no hesitation in advancing him for seed.

Actually 7,935 *bighas* of land were sown with this money, but, considering that bullock money was a source of securing seed money to the agriculturist, the extent of area may be even four or five times the need money. From *chanda* money Re. 1 per *bigha* was sown with gram seed.

As to vagrants and wanderers.

Advance within R5 was with each *mukhia*, with four circle officers, naib tahsildar, tahsildar, and two police station officers, and sub-divisional officer himself. The numbers of wanderers were large enough to attract attention until the large relief works were started. But after the different kinds of relief works were established there were very few wanderers to be seen, and those, too, from Native States. Even the notorious Berias, a wandering tribe, were on work with their men, women, and children, working quietly with others after the relief works closed and malaria prevailed in the villages. There was a rush of people from the bordering Native States. They were, after the large relief works had been closed, sent back to their villages over and over again with a day's ration through police *chowkidars* or *patwaris* of the bordering villages.

As to ordinary food of people.

Sanwan, *kodon*, *juar*, and *bajra* are used in winter and rainy season; in summer *arhar*, gram, *juar*, *bajra* (wheat and gram), barley and wheat mixed together or barley alone, and *makai* are chiefly used by the people. *Makai*, *juar*, and *kodon* are considered coarsest of grains. In poor-houses and kitchens half gram and half wheat, and when gram was dearer wheat alone, and *makai* were used.

In poor-houses at the outset only one meal was given but subsequently the same quantity of meal was divided in two portions, one to be given in the morning and one in the evening. Each meal consisted of bread, *dal*, *dalia*, milk, rice, curry according to circumstances of the cases. In poor-house the general complaint was that whole should be given in one meal at noon in place of two. During the recent famine there was a general dearth of water for cattle. This was arranged for by giving R4 or R5 per mensem to a deserving *kachi* in a village from *chanda* fund and was highly appreciated by the public. The *kachi* used to fill *charhis* (water troughs) daily by means of his pair of bullocks, and residing in the village, supported himself on this monthly pittance.

List of departures in Public Works Department relief camps.

Section 54 (f).—Lepers, though fit for work, were relieved at their homes in villages under Chapter V and were not permitted to go to relief camps.

Sections 77, 78, 94, 97, and 98.—Naib tahsildar in charge of relief camp was helped by work agents, their assistants, *muharrirs*, and paymasters. Alone he was unable to do all the work required of him. A *muharrir* with his register was kept always present under flag during the daytime.

Departures from Public Works Department camps.

Section 85 (2).—Huts were made not only for group of families of relief workers during the hot and rainy

weather, but also for relief camp hospitals. In hot weather of 1896 workers used *khantis* with a cloth or *sirki* pal over it as huts. Cholera huts were ready in advance with every relief camp.

(3) Tahsildars were appointed for cash-keeping as well as for exchanging copper coins from *banias*.

(4) State kitchens, giving *dalia*, were almost at every relief camp.

(5) Extra expenses on deaths and births were incurred at relief camps.

(6) Rates of food-grains were notified daily throughout the camp and its branches by beat of drum.

(8) Percentage of dependants was not restricted to only 10 as laid down in section 100 at the commencement of the works, and with great advantage as far as the saving of life was the object in view.

(9) Paymaster was always distinct from the headman or mate, except in intermediate system, as well as from the attendance clerk or time-keeper.

(10) Fines were levied on individuals according to the results of the task done. But carriers and dependants were not paid less than the minimum wage for fault of diggers.

Sections 80-81.—People were drafted to other works than one near the town, but members of a family were not separated.

Section 77 (b).—Classification was made by overseers, assistant work agents, but only supervised by naib tahsildars and other supervising officers.

(*c*).—By work agents (provision of tools and shelter).

(*d*).—Adjustment of rates of wages by order of District Surveyor in consultation with Collector.

(*e*).—*Payments* by paymasters and officer in charge. The latter was given much time for this duty.

(*f*).—By naib tahsildar.

Section 82.—Drafts were ordered by Collector and also sometimes by District Surveyor at once, informing Collector in the meanwhile in cases of rush of people.

Section 83 (8).—Water carts and troughs were sent off with the draft.

Section 85.—Fuel as well was supplied in chilly and inclement weather for weakly and children, and it saved many lives; in fact, no deaths from chill did take place after it.

Section 86.—Residence in camp was not made compulsory when their homes were within five miles.

Section 88.—Payments were made individually in every case.

Section 91.—Sunday first was not observed as holiday in winter, but subsequently it was.

Section 95.—Market *banias* were always near police guard of naib tahsildar's camp.

Section 98.—Clothing to sick was given in hospital. Earthen vessels to them and weakly children, also clothing on relief works, from Charitable Relief Fund though.

Public Works Department rules dated 1st December 1896 were observed and acted upon in addition.

Section 108.—Class A was given wages in money sufficient to buy only 16 *chataks* of staple grain according to the then current rate till before the 22nd December 1896, when it was enhanced according to scale of section 108. A female digger must be classed under A if she does the same amount of work as A (male worker).

Section 160.—Report by District Surveyor to Collector. Latter's decision was final.

In *mar* and *kabar* 60 cubic feet per worker was exacted in Bundelkhand.

Section 79.—Only able-bodied were given *chabena*, but weakly cooked food as *dalia*. It is no use giving extra food to able-bodied before commencing work, nor was this done here.

Section 87.—Payments were made daily, *i.e.*, every day's wages on the morning following it. Bi-weekly payments were impracticable and injurious to health and were abandoned when cases of over-feeding on the day of distribution and then starving till next distribution came to light and when *bania* exactions were brought to notice. Moreover, accumulated work of distribution creates numerous difficulties and tends to fraud and cheating as well.

Section 91.—Sunday or other day in a week must be given as a holiday, and if a relief camp is a fortnight old, half the wages and not minimum (the latter is more than half the wage) may be given. But flag should not be closed for Sunday for weakly, old, and infirm.

Section 100.—Number of dependants, if does not exceed 20 per cent. (and not 10 per cent.), should call for no explanation.

Section 111.—It is not enough to send persons who are fit for work, but refuse to labour, to poor-house only, but they should be given reasonably light work to do even there; otherwise reduced ration temporarily even in poor-house.

Absentees' wages should never be allowed subsequently. It opens doors for fraud.

Gangs were fined for damaging crop by plucking gram plants, etc., and the damage was thus made good. This created discipline and check in future.

Poor-house.

Time-keepers should on no excuse be allowed to enlist labourers at work in a fixed gang if the numbers in such be thinning. They must be indented for from the *flag*. This was done here.

Absentees' wages should be credited without excuse in the cash book the same day and at once.

Chapter XIII, clause 7.

When relief works are closed, it should be the duty of the police (especially border police) to prevent beggars continue immigrating from Native State border villages and infest the Government territory villages either by begging or pilfering or to be at least sent back home over and over again with a day's food.

As long as work is on one road one *motam* in each *khanti* must be allowed to remain standing at least till that day's wages are distributed away next morning. It has sometimes been found that just after measurement the sub-overseer causes it to be erased. This practice was stopped here by Collector. It serves double purpose.

(1) To pass over short work for full, and if the sub-overseer or his assistant is actually displeased with a time-keeper's gangs for certain reasons, he notes his full work as short.

The gang comes to learn this next morning when pice is deducted. If they make complaints to naib tahsildar or sub-divisional officer (if latter happens to visit the place), they cannot prove their veracity in either case.

There was a printed order issued by Public Works Department that the gang *muharrir* should also make payments and deduct fines, and where his gangs are resting for the night, and that he should credit that fine next morning with naib tahsildar. It was never carried out for more reasons than one.

Loafers or a class calling themselves *mazkuris* were never made mates.

Persons of respectability were made mates. Low class people were never made mates, unless selected by their own gangs. Per distributor 2,000 persons were given with successful results.

A separate note should be kept at each relief camp of the number of labourers from Native States. This can be done by means of an extra *muharrir*. This was done here.

Small village works under Civil Officers, those given in Public Works Department.

(1) Water arrangements similar to Public Works. Sanitary rules were made here.

(2) Tank works by the agency of *zamindars* were highly appreciated and were the most effective economical measure of relief in hot weather before rains.

(3) Note-books, giving the names of each village in his charge, was maintained by the sub-divisional officer, who visited each village of his charge at least once a month. This was done here, and every small village work was visited once a week as well as every large work, and when the latter were numerous (six camps) fortnightly visits were only possible. Notes of village works were prepared and

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kept for hot weather. Such works were first opened in those villages which had sent large numbers on road works. Weekly reports were submitted by sub-divisional officers.

Instruction for planning, estimating, demarcating and specifying village relief works, with estimates worked out.

Section 65 A, Appendix IV.—These were usefully acted upon in my charge as far as tank works go, but these tanks were carried on through the agency of *zamindars* at the entire cost of Government on account of severity of distress in the part of district in my charge.

Under Appendix I, No. $\frac{399}{S.-13}$, dated Allahabad, the 10th December 1896, directions in letter No. $\frac{4923}{VII-1}$, dated 10th April 1897, from Commissioner, Allahabad, to Collector, Jalaun, and "rules regulating and control of village relief works," were fully acted upon with success.

Village relief.

(1) Ticket system was needless and never tried here. Registers were sufficient.

Section 54 (9).—(2) Lepers were never sent to work even if fit for work. They were relieved at their homes.

Section 43, Famine Code.—But it was also found necessary to divide a *kanungo* circle into two or more relief circles, in which case the appointment of inspecting officers was required. The latter were collected from the experienced *patwaris* and experienced *muharrirs*.

Section 44.—Copy of rules for establishing village relief, No. $\frac{75}{S.}$ of 1897, with Secretary's letter to Commissioner, dated 9th January 1897, were acted upon, with the exception of the ticket system, with great success.

Section 44 (f).—The work of receiving applications for advances to make wells, tanks, and other improvements and of inspection of sites was solely restricted to sub-divisional officers. A portion of it was done by Collector himself in each charge.

Section 55.—The *patwari*, *mukhia*, and *chaukidar* were all made responsible by Collector here for sending wanderers to relief work or poor-house or police station as the case may be, and obtaining a receipt. When the wanderer was unable to walk, he was put under village relief in the village where he was found till fit to move. The money was invariably placed in the hands of the village *mukhia* or other prominent and respectable resident of the village, who was called distributor. In fact, distributor was quite distinct from *patwari*, who was mere accountant.

Section 52.—A note of their names and distribution kept in each case.

Section 56, clause (3).—*Mukhia* or other prominent resident (distributor) always did the work of distribution personally. Extra expenses for births among those receiving relief at their homes were paid for saving life of the babe and the women in confinement.

Section 65 (a), Appendix IV.—Rules for establishing village relief under Chapters 5 and 10 of the Famine Code were successfully acted upon here. But in place of 20 days, advance for one week only and a fixed amount within Rs5 for meeting emergency was made.

Parda nashin.

There are many respectable women in this district and Bundelkhand who are not *parda nashin* in the strict sense of the word in their own village, but who are debarred by national custom for appearing in public elsewhere or on public works even in their own village. They were helped by sanctioning entries on the lists under section 124.

Owing to large works sweepers left their villages and went on road work. So in villages where sanitary condition was found unsatisfactory, sweepers, though quite fit for work, were brought on lists under section 54 and were thus present in the village doing their work of sweeping.

With regard to village relief works, experience has proved that at the outset (*i.e.*, till large relief works are not in full swing) and at the close of those works no restriction of 3 per cent. is possible if saving all possible deaths from starvation is the chief object to be adhered to. The percentage in my charge was about 12 and 7 in the beginning and end respectively.

At the time of winding up village relief sub-divisional officer may better cause the final distribution to be made in all the villages of his charge under his own presence. This can be easily done by fixing several centres where the *motajes* of numerous adjoining villages can conveniently come, *parda nashins* having been previously dismissed. This was done here.

Poor-houses.

111. All weakly and emaciated were admitted, and of them who became fit were drafted to works. Contumacious cases were given light work even in poor-house or allowed only below minimum. Tried and worked well.

113. At head-quarters of tahsils only were poor-houses.

116. Hospital was outside the poor-house in close vicinity.

Memorandum and suggestions for the management of the poor-houses were observed strictly and found to be working successfully.

Poor-house immates were also given light work, such as cutting grass or *leeping* or cleaning or rope making. Tickets were not used. Attendance register was sufficient.

Future famines.

(1) Sunday, half wages and not the minimum.

(2) Absentees' wages should never be allowed subsequently.

(3) State kitchens should be at each relief camp and hospital, and an intermediate system should never be started without first making arrangements for the weakly persons and infirm ones who are not connected with the labourers.

Section 66.—(A) Labourers or diggers, male or female.
(B) Carriers.
(C) Children between 12 and 16.
(D) Dependants, *i.e.*, adults incapable and children under 12.
(E) Children under 12 and 8.

Section 102.—(F) Children in arms, one pice only to their mothers.

Section 74.—On Sunday flag only should be kept open for weakly and infirm with cooked food. For the rest no work, but half wages should be given to them on Saturday preceding if they had attended continuously three days previously.

Chapter X, Section 124.—All *parda nashins* in this part of the country must be made to do some work, except in rare cases: spinning or grinding corn. The work turned out to be disposed of on the return of prosperity. It will fetch very little by sale then and there, and being a distinct loss to Government, work giving system was consequently abandoned here.

Section 47.—In place of "should be chosen from among the dealers of the locality" may be put down "from the *zamindars* of the distressed locality". This will enable the latter to learn thrifty habits and ways of the grain dealers in addition to it proving a source of material help and employment in trying times.

Section 13.—Digging fields as cultivators do during *Jeth* (hot weather) to prepare them for receiving rains, or digging *kans*, which is abundant in this district and Bundelkhand, may be brought among the famine works.

Section 79.—*Chabena* may be given under flag to able-bodied and *dalia* to weakly. To give cash simply attracts idlers and such persons who are not in need. If, however, any able-bodied person requires extra food before commencing work, he may be advanced, but made to understand that it will be deducted at evening from his full day's wages. A note of the same may be made in the fresh prepared mate book consequently.

Except food-grain and vegetable sellers, no such persons as *chauriwalas* or confectioners, etc., should have access to a relief camp. A number of hand mills must be kept in stock to be sent to the groups of families to grind their own flour and save them from *banias'* charges for flour, which are always dearer in comparison with corn and give opportunity for adulteration of husk, etc.

Advance for *kachcha* wells was invariably paid to the recipients in this district, and never through the *zamindars* when the recipients were cultivators. This should always be so.

Section 41.—Prices of food-grains were sometimes higher than those of even 1837 (*chauranwe*). Under the circumstances the railway companies may be asked to lower their rates of freight in future famines after the famine has been recognized by Government in certain tracts. This would give a relief which will, though affect the rates slightly, be appreciated by the masses.

When a relief work is a week old in the vicinity of a town, flags were discontinued to prevent the town idlers crowding daily at the *jhanda*. If they were actually in need, they could go to any other camp beyond that distance. This saved much money, which would have been unnecessarily spent away, without loss of life.

Chapter XII, section 147.—Pice were given, but cooked food in future famines will be more suitable and effective measure of relief, as probably the words of the section also mean.

Section 17.—The following may be added to section 17 :—

(*a*) Works of drains and canals and streams.

(*b*) Improvements, agricultural and protective.

(*c*) Collection and carriage of road metals.

(*d*) Improvements of public sites by levelling of old mounds and filling up hollows.

(*e*) Excavation and removing of useful materials from old ruined fortresses.

160. District Surveyor and Collector's decision in consultation with Civil Surgeon should be final.

70. Payment should be made by results. Standard task should be fixed, carrying the highest permissible wage for each class of worker.

Payment for short work should be approximately proportionate to the amount of work done. Fines to be levied on individual workers and task *khantis* set apart for each digger.

Something should be annually given as *taqavi* for construction of *pakka* wells.

Some measures be taken for increasing the store of water of the Betwa, and instead of wasting water of the canals by means of escapes, *nalas*, and ravines, big tanks or reservoirs be made for storage of water.

(*President*).—How long have you been serving in the Jalaun District?—For about 12 years.

You had a sub-division?—Yes.

What was your sub-division?—Orai in 1896 and Kunch in 1897.

You say that six village tanks were dug out by Civil Agency through *zamindars* at the entire cost of Government. What sort of tanks?—Village tanks for drinking purposes and watering cattle.

These were under Civil Agency?—Yes, under me.

How was work measured up?—According to the directions issued.

Had you any special officer?—I used myself to do it.

Do the villagers know how to measure tank work?—Yes, I had simply to supervise what they did.

You say in your note that it has not been the practice to require *chalans* from civil officers before admitting new comers to the works, but in the beginning dependants were generally refused, probably with a view to secure cheap work. You are talking of the Public Works Department?—Yes.

Under what system were works managed, task or intermediate works?—It was task-work.

(*Mr. Holderness*).—Of these two tahsils under you, Orai in 1896 and Kunch in 1897, which was the most distressed?—Kunch in 1897.

More so than in Orai in 1896?—Yes.

Were there many people on relief works?—Yes.

On big works managed by the Public Works Department were there many cultivators?—Yes ; high caste persons and big cultivators did not come.

Did they not come because they were under no necessity?—They were under necessity. They were ashamed to work side by side with labourers. They sold their cattle before coming.

Were cattle sold to any extent?—Yes, in Kunch.

Have people recovered their cattle now?—Yes, to a great extent by aid from the Charitable Fund and *takavi*.

Has land been sown again?—Yes, more than in a normal year.

You say a high task and low rate of wages in themselves are not always sufficient tests, unless a fine is imposed, below the minimum?—Yes, sometimes it has been found that the digger was content to get the minimum and so would not work.

I suppose you had to inspect works?—Yes.

What is your opinion of the wage? Did they save on it?—Very little.

Do you think the wage was sufficient to keep them in good health?—Yes, I think so.

Even for the children?—No.

Do you recollect what the children got?—Four pice between 12 and 16, below that 2 pice for working children.

What was the condition of children generally on works?—They were generally emaciated.

What was the reason of that?—Two pice was not sufficient, and sometimes their parents neglected them. Kitchens were opened for this reason.

(*President.*)—Non-working children got one pice?—Yes, but one pice is only sufficient for a child in arms.

(*Mr. Holderness.*)—Did children improve when kitchens were started?—Yes.

Were there any persons on works who would not send their children to kitchens?—No, even Brahmins would not object.

You say the most convenient system of classifying relief labourers when employed on task-work is as follows : A—diggers, male or female, B—carriers, male or female, and children between 12 and 16. If you take a child from 12 to 16, does that child require less food than an adult?—No.

Then you would class all children over 12 as adults?—Yes.

If you put children over 12 in the carrier class, would you give them the same wage as an adult?—The same as a female carrier.

On Sundays you would only give half the wage. Why is that?—If the work had been going on for 15 days or so, then they could save something.

You think it would be a measure of economy?—Yes, but not for dependants.

You say that at the outset 12 per cent. was under gratuitous relief, and then it was reduced to 5 or 6 per cent. When you had 12 per cent. were you told that it was too many?—While public works had not started that number was necessary in order to save the lives of the people.

Were public works not started in January and February?—On a very small scale.

When you had sufficient works in the sub-division then you reduced the list?—Yes.

When the rains came I suppose the works were closed?—Yes.

By the Public Works Department?—Yes.

Why did they close them?—They could not work and people went to cultivate their land.

Did the Public Works change the system?—Yes, the intermediate system was introduced.

What was the effect of the intermediate system?—It was not popular with the people.

What do you think of the intermediate system?—For dependents I think something should be done. I think they should be supported. I mean weakly and decrepit persons.

You say in 1896 tracts in *Orai* by the side of the canal were flooded for grazing, but in 1897 no such step was necessary?—Yes, *jawar* stalks which in that year brought forth no ears on account of deficiency of later rain were abundant.

Does that canal run through Kunch?—Yes.

This year was there any irrigation from it?—Yes.

Was it taken for black cotton soil?—In rainy seasons they do not take it, but in a year of drought they do.

Does it do any good in a famine year?—Yes.

Who are Berias?—They are criminal tribes in this part of the country. They are wandering tribes.

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You say they came to relief works?—Yes, ordinarily they do nothing.

You say that gangs were fined for damaging crops by plucking gram plants. Was this a common practice?—Several cases occurred at the beginning, but afterwards nothing of the kind happened when fines were imposed on gangs doing mischief.

You say that village sweepers were brought on to the gratuitous list in order to keep the village clean. Was that done in all villages?—It was done in all big villages.

(*Dr. Richardson*).—Had you poor-houses in Kunch?—Yes.

Had you a Hospital Assistant in charge?—Yes.

You say in your note that the hospital was outside the poor-house in the close vicinity?—It was adjoining.

Do you think the people in poor-houses got enough to eat?—Yes, but the general request was that the whole should be given in one meal instead of two. In this country the labouring classes have only one meal.

(*President*).—Is there much *kans* grass in Jalaun?—Yes.

Do the cultivators ever employ labour to eradicate it?—No, it is beyond their power; it has spread to such an extent now.

Do you think that could be used as relief work in villages?—Yes.

It is rather hard work?—Yes.

It would take a strong man?—Yes.

Do you think the people of Jalaun are as well off or worse off than when you first came to the district?—They are worse off.

Is that due merely to this famine or is it due to anything else?—Not to the famine; for 10 years the *rabi* or *kharif* has been failing.

Are cultivators more in debt than before?—They are more in debt.

The population has not been increasing lately?—No.

About what size are the cultivators' holdings?—The maximum is 150 *bigahs* (Government *bigahs*). From 30 to 50 *bigahs* is the usual size.

And the labourers, how are they. Are they better or worse off. Their prosperity I suppose depends upon the cultivator?—Yes, the cultivator suffers more than the labourer, because the labourer gets his grain, and if there is not a good outturn then he asks for pice.

(*Mr. Holderness*).—Large numbers of cultivators are *pattidars*?—Yes.

And the revenue is under revision?—Yes.

(*President*).—Have many *pattidars* been sold up?—Yes.

Have they mostly been bought by other *pattidars* or money-lenders?—By money-lenders.

At the Executive Engineer's Office, Jhansi.

FORTY-FIFTH DAY.

Wednesday, 30th March 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT).

SURGEON-COLONEL J. RICHARDSON.
MR. T. W. HOLDERNESS, C.S.I.
MR. T. HIGHAM, C.I.E.
RAI BAHADUR B. K. BOSE, C.I.E.
Mr. H. J. MCINTOSH, *Secretary*.

Mr. C. D. STEEL, Collector of Jhansi, called in and examined.

Mr. C. D. Steel.

30th Mar. 1898.

(*President*).—How long have you been Collector of Jhansi?—Since 1895.

What month in 1895?—December.

(*Mr. Holderness*).—When were relief works first started in 1896?—On the 1st February 1896.

What did they consist of?—(1) Marowni road to Marora. (2) Mhow road to Gursarai.

Did you have many people on works?—Yes, they got up to 2,000 in a couple of days. They were for a long time stationary at 2,000 on the Marowni road, on the Gursarai road a little later we reached 5,000.

Do you remember what the maximum number in the district was up to the rains?—I think we got up to 55,000. That was our highest number.

Then in addition to road works had you any tanks?—Not at that time; we had very few tanks, only three as far as I remember.

Had you any small village works in 1896 executed by zemindars?—No.

You had nothing but ordinary road works and tank works?—Yes.

Up to 1st April they were run by civil officers?—Yes, by myself and the District Engineer.

From the 1st April the Public Works Department took over charge?—Yes.

On works under you what rate of wage did you pay?—I think we used to give six pice for an adult. We had the ticket system.

What was this ticket system?—It was originated by Mr. 'Clipton, an old Engineer in this district. It consisted of giving each man a ticket in the morning which he would give up in the evening and get his pay in exchange. The tickets were distributed by Naib Tahsildars, who arranged the gangs in the morning. When they presented their tickets in the evening the man would be paid six pice, the woman one anna and a child got three pice. Before they went to bed each day's accounts were settled up.

They were not fined to any extent?—After a time we fined for short work. The management of the work was in the hands of the overseer who measured up the work.

A man got six pice?—Yes, grain was easier then.

You had no village relief in 1896?—We commenced village relief a little too late. There was none in the first famine.

Had you any poor-houses in the first famine?—We had one at Lalitpur and one at Garota.

Then fines apparently were settled by the overseer?—No. The overseer reported short work and got the task fixed for them.

There was a task fixed for the gang, and then if short work was done the overseer reported it?—Yes, at the time of payment the Naib Tahsildar went out accompanied by the overseer who measured up the work. If it was one-quarter short we might fine one pice all round, if it were a half short we might fine more.

When that was settled you decided whether it was a case for fining?—Yes, sometimes we fined the whole gang, sometimes we fined only the digger, sometimes if they were weakly, we did not fine at all.

Was your poor-house population large?—No, it was not large; we had 300 in each poor-house.

Had you many wanderers from other parts of the country?—I don't think at the time we had.

When did works close?—About the 15th of June or a little earlier. This is as regards Jhansi and Lalitpur.

Mr. Hoare said some people had come from Saugor to Marowni?—On the opening of the Marowni work, work was opened in Balabad, and they must have come there in the natural course of things because it is on the border.

Did works close naturally at the beginning of the rains, or because you thought it was desirable?—We reduced wages in order to make them go away to their villages.

What did you reduce them to?—I think one pice all round. We had not the regular system of the 10-seer-basis, 12-seer-basis, etc.

At any rate wages were reduced?—Yes.

At the same time did you close some works?—I reduced wages.

Did you do it on your own responsibility?—Yes, I knew the works must be closed then, and as I wanted to get the people off gradually I issued orders about the 1st of June. The Commissioner cancelled my orders and then soon after an identical order came from Government.

As the result of closing works the people went off?—We did not close works till the people had gone.

Workers melted away?—Yes.

Was there much distress when the rains started?—Prices were not high then. There was no distress till about October, at least nothing serious.

The crops promised well to the middle of August?—On the 24th of August we had a good crop on the ground; then the rains ceased and we had absolutely nothing left.

Prices began to go up?—Yes, they must have begun to go up.

When did you commence works again?—In November 1896, but nothing much till January 1897.

I find that works were started in November and more were opened in December and January?—Yes, directly we got 5,000 people on a work we opened a new work.

Works were opened as rapidly as necessary?—Yes, and perhaps a new work would be opened on the same road.

Then you opened poor-houses?—In October we opened two at Mhow and Jhansi.

Your other poor-houses were never closed?—No.

Village relief was started in December?—I began it slightly in December, but January was the month it really began.

In addition to large public works you had small works?—Yes.

Executed by zemindars?—Yes.

And were some of these under the partially recoverable advances?—All were. The zemindar was simply the agent of Government.

Did that system work well?—Yes, it did a lot of good, because it kept a lot of healthy labourers going. They would not put on weakly persons.

On the large works was residence the rule?—Yes.

Who were the people on works; chiefly the labouring classes or cultivators also?—Both. That was proved in 1896; when I issued the order reducing the wages all the cultivators went off and the *Mazdoors* remained. That showed who was worst off.

In 1897 cultivators as well as labourers came?—Yes.

On these works that were run in 1897 your wages were based on prices?—Yes. We usually had the 10-seer scale.

When did you alter that?—We hardly went to the 12-seer basis at all. Practically we did not alter till the rains. I think we had the 10-seer scale all through.

Did that represent what was the general price of grain in the district?—I think prices were at 8 seers then.

Of the cheapest grain?—Yes.

Apparently the wage was lower in 1897 than in 1896, with reference to the amount of grain to be purchased?—Yes.

Did dependents get relief in 1896 on works?—Yes.

Did dependents get a wage?—Yes, a subsistence wage.

Was the wage given in 1897 in your opinion a sufficient wage?—Yes. They got on very well. Of course everybody in a family got something. In Jhansi in ordinary years they are in a very bad state. They live on the wages saved up in the cold weather.

What was the general condition of people on works?—Very good all through; towards the end of the hot weather I found they got skin disease through having no means of washing.

Had you separate kitchens for children?—No. I did not see any of these myself. One officer started kitchens at Gursarai about the 15th June 1897, but they were stopped very soon after.

The intermediate system was introduced after the Jubilee?—No, the intermediate system was only used on quarries during the rains.

When the rains came what did you do?—Practically we had no need for anything. We started these quarry works and closed the roads. People really hard-up were supposed to go to quarry works, but they left soon after.

Was that on account of the new system?—No, on account of the work.

Did you form any opinion as to the intermediate system?—We had not sufficient experience of it. I think the best thing in ordinary times is piece-work. If you want to keep people alive I think it is a good thing.

Still you had no experience of piece-work except on quarries?—No.

At the height of the famine you prefer the ordinary Code system?—Undoubtedly.

You think big public works can only be run on Code lines?—Yes.

When the people went off in the rains, did you increase the gratuitous relief?—Yes, we were more lenient in the villages then.

By the rains when your numbers were from 15,000 to 20,000, do you think there were as many on gratuitous relief as there ought to be?—I kept it down as much as possible. I kept a number of helpless people and children on it; those who could work I sent away. I think a great many deaths were averted and distress prevented in consequence of it.

You closed gratuitous relief in September?—Finally on the 15th of October.

Did you close your poor-houses at the same time?—Poor-houses were closed 15 days before, I think. We drafted them from poor-houses to villages.

At the time when you closed poor-houses, and when shortly after you closed gratuitous relief, was there much distress still left in the district?—I think we ended a little too soon. I should have liked to have kept it going a fortnight longer. We spent charitable relief money much more freely then. That was a very bad time, but it only lasted till the grain came in.

When grain came in then distress disappeared?—These people were mostly professional beggars and when circle relief was stopped they came in to see what Government was going to do next.

Is there any distress now in the district?—No.

You saw no signs of distress during your last cold weather tour?—No, the only permanent damage is the loss of small agriculturists' capital; that is the most serious remaining effect of the famine.

Has the ordinary area of land been sown?—We had above the average in *kharif*; two-thirds only of *rabi* has been sown. Wheat promises well.

How do you account for the largeness of *kharif* and smallness of the *rabi*?—They wanted to get food in a hurry, and *rabi* land was cultivated at the *kharif*.

Have many tenants been reduced to the position of farm-labourers?—Yes.

Did not the Charitable Relief Fund prevent that to some extent?—Yes, but after all we could only give a limited number of bullocks.

(*President*).—Where did the bullocks come from?—They bought their own. This is a great bullock district.

Who breed the bullocks?—The *Ahirs*.

Mr. C. D. Steel.

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Are there also many in Jalaun?—Yes, I think so. The class of cattle in Jalaun is superior to these.

(*Mr. Holderness*).—During the famine had you many people from other Provinces or Native States?—No. I don't think we had. I used to work with the Political Agent in Rewa a good bit, and we knew where each other's works were.

As regards your own works, did many people come before they had exhausted their resources?—Yes, but on the other hand very often they waited so long that we had to put them on to village relief.

Was that on account of the works being a long distance away?—I suppose it was. A man at first would not come 10 miles generally; then he would wait till his resources would get exhausted and he would become too weak, so we put them to circle relief work. Wherever we found that we started another big work.

Wherever you found that going on you started a new work for the people?—Yes.

Were there any considerable number of people who came before they had exhausted their resources?—Yes, I think so.

In some cases do you think the wage was not sufficient for a man's absolute subsistence?—I think if a man were by himself he would not have had a bad time of it.

If he were not fined?—The full wage was quite sufficient if a man worked fairly.

If an able-bodied man worked fairly, would he get the digger's wage?—Yes, the diggers got a very good wage.

Do you think the carriers wage was sufficient without being supplemented?—I suppose it was sufficient. It was just about right. It is impossible to make a rule for the whole. The wage was quite enough to keep them going for several months without permanently impairing their constitutions.

If there were a certain number of people who came to works and saved their resources, you don't consider that a bad thing, do you?—I consider it an excellent thing, because then they would start fair in the *kharif*.

Then as to the utility of works, what have you to say. Do you think have they proved useful?—I think, on the whole, they have. There were many works constructed which will never pay: one was a tank which cost ₹10,000; you could have wells all over the country for that money, but it kept men alive.

And as to road-work?—It undoubtedly improved things very much.

In a future famine, do you think there is much scope for tank-making?—Yes, but some money should be spent on making an escape; a tank without masonry is no use.

You are speaking of rather large tanks?—Yes.

Near villages are there small tanks you could profitably take up through *zamindars*?—Yes, there is many a village where I could spend ₹500, if I were allowed to spend ₹100 on a *pucca* work. I think you usually want an escape to a tank.

Then as to the mortality in your district, in October 1896 the mortality was 7·37 *per mille*?—Yes. That was fever principally.

Do you connect this mortality with privation to some extent?—Yes, when the works were closed in June 1896 the people were all right for a month; then they got rather bad. Figures began to attract attention and then we began to think of introducing circle relief. I don't think circle relief was wanted before August 1896, but we did not get it before November 1896. I should have opened circle relief sooner.

I suppose the mortality in November and December 1896 and January 1897 was connected with privation?—Yes, to some extent, but there was a bad epidemic of fever during 1896.

When you had relief works in proper order your mortality was low?—Yes.

The mortality from October 1896 to January 1897 was connected with hard times?—It was due to bad fever; when the people got fever the weak and sickly went off.

Your mortality was not extraordinarily high till September 1897?—No, and then it was entirely fever.

You don't connect that with privation at all?—No.

As regards deaths on relief works, you thought they were fully brought on the books?—No, I don't see how they can all be brought on. Everything possible was done, but a *Chowkidar* working among 5,000 people cannot do very much. I believe Public Works had special reports about it. I think on works people were very healthy and that the mortality barring cholera was extremely small because weak people were in their villages.

(*President*).—You have described what occurred in 1896 and 1897; there was some relief in 1895. Can you tell us about that?—I was not in the district then. It was on a very small scale; *takavi* was the principal thing.

You arrived there in December 1895?—Yes.

Did it at once strike you that the district was in a bad way?—No, it all depended upon the winter rains. As far as I remember there was not a very bad *kharif* in 1895.

When it was seen that the winter rains were going to fail, then you knew there would be a bad time?—Yes.

You said that in 1897 when all the works were stopped just before the rains, except quarry works, that gratuitous relief was extended. Were the rules as to admission modified, or was it the case that many fitted themselves by becoming emaciated?—No. There were many people who could do a certain amount of work.

If it is necessary to take people off before the monsoon rains begin, ought not in addition to the extension of village relief some other measures be taken such as kitchens at village centres?—I don't think there is any need of it. People soon got work in the rains.

But there must be a residuum of people in famine years who fail to get work. Should we not take some measures to help these people? Would not something like relief kitchens at centres be useful?—I think most of them would go to kitchens and stay there as long as you would keep them. With the provision of quarry works and a little more leniency in village relief, I think we provided perfectly for all their needs. In many villages *Zemindars* could not get labour and had to begin *kharif* cultivation later than they would have liked, on account of the want of labour.

Well, life on the works is unpopular enough?—I don't think it is unpopular. They would not go off works till they saw that works were going to be done away with.

I suppose on your works women and children were in excess of the men?—Yes, always.

Do you think the men stayed at home to look after their cattle and fields?—No, they are lazy. It is a known fact that women in Bundelkhand do the work. It is a fact that here you see women cultivating the fields and men looking on and giving orders.

Few men were on work?—An able-bodied man could often earn more money elsewhere on piece-work; for example if a contractor had work on and paid according to the amount done, he might make more on those works.

Were any such works going on?—Railway people wanted work.

I think the railway did not raise their rates much?—Average people preferred the Government works I believe. I don't think there was much difference here.

I think I got the impression from some evidence that on big works where women are often without their husbands, and where people are away from their homes and the influence of their neighbours, that a good deal of demoralization naturally ensues?—I did not see any traces of that. I always thought they were singularly pure. A whole village would come to work at a time, and supposing a woman did not have her husband she had plenty of women of the same village to look after her.

I suppose if it could be done there would be less risk of that on works near the villages to which people could come and go from their homes?—They made themselves into village parties very greatly. I should not say there was more immorality on works than in towns.

(*Dr. Richardson*).—Were your medical arrangements sufficient and efficient?—Yes, on the whole.

You had a good deal of epidemic?—Yes, there was cholera.

Had you a Hospital Assistant on each big relief work?—No.

Would you have a medical subordinate to look after 5,000 people?—Yes, but he might be a compounder only.

Did the Civil Surgeon look round occasionally?—Dr. Nixon was very energetic and Rai Sripat Sahai, Assistant Surgeon, went about a good bit.

Was there a hospital conveniently near relief works?—Sometimes; but at times it was a mile away, and I think that was too far.

What did you do in time of epidemic disease. Did you break up parties?—No. I tried to work them through.

We found that in 1896 when the party was broken up it spread the epidemic through all the villages. In Mhow there were 15,000 people, and when the cholera broke out we spread them out.

Over what space were they distributed?—They were spread over 3 miles.

Was the water-supply bad?—Yes.

Was it obtained from streams?—There was only one well.

Had you any means of purifying it?—We used permanganate of potassium.

Did it prevent cholera?—The cholera was brought from Hamirpur.

As a matter of fact did you happen to use permanganate of potassium in the well before the cholera broke out?—Yes, it was used before.

Then it didn't prevent it?—I don't believe it orginated in that well. *Mr. C. D. Steel.*

Was that the only source of water-supply?—Yes. *30th Mar. 1898.*

Then it did not come from the water-supply?—No. I think we used a ton of permanganate of potassium.

For how long had you been using it?—All through 1896 and 1897. We were using it before orders came about it.

Were your poor-houses properly looked after?—Yes. I think on the whole they worked well. The worst one was that at Galotra. They had small-pox there.

When you shut up your poor-houses did you arrange to deport people to villages?—Yes.

(*Mr. Higham*).—Can you say if the proportion of male workers varied from time to time?—I cannot say. The only time they went off was just before the rains. They left their women behind.

SURGEON-CAPTAIN J. GARVIE, Civil Surgeon, Banda, called in and examined.

I put in written answers to the Commission's questions. *Sur.-Capt. J. Garvie.*

Poor-houses. *30th Mar. 1898.*

*172. Started with population of 1,847 remnants of 1896 famine.

Numbers high throughout. Numbers rose rapidly until the end of January, when there were 5,928 in seven poor-houses.

The number then fell. There were 2,500 throughout the dry months, and 3,000 throughout the rains.

173.—

	Bhuragarh on 30th January 1897.		Karwi on
Brahman	27		Statistics not available at time the note was written.
Thakur	33		
Musalman	79		
Chamar	189	218, low caste.	
Domar	29		
Kachi	79	249, agriculture.	
Darak	60		
Kewat	42		
Ahir	67		
Kori	109		
Others	303		
Total	1,017		

The population was mainly drawn from the agricultural workers. This also accounts for the large number of Chamars. Sweepers had plenty of employment. Good castes would represent some 5 per cent. of the total. Another considerable class was the poor artisan.

174. Better classes did not care to go. Although they knew that food was cooked by Brahmans, yet they were near the low caste in feeding. They were not outcasted, etc., on returning home.

176. Mortality was high throughout, especially at the beginning and end:—

December 1896	4·81	May 1897	6·07
January 1897	6·0	June ,,	3·49
February ,,	6·8	July ,,	3·76
March ,,	7·83	August 1897	4·45
April ,,	6·14	September 1897	9·08

58·48 per cent. for 10 months, or 70 per cent. per annum.

This was mainly due to dysentery and diarrhœa; for instance, in March, out of 266 deaths, 190 were due to these causes, *i.e.*, about 71 per cent.

The heavy mortality was due at the finish to the hospitals of all the works being emptied into the poor-houses, the population being at the same time reduced to a minimum.

At the beginning to the cold, wind, and rain; also to wandering, which was more common then than later when the people settled down to work.

Throughout it was due to the poor condition of wanderers and beggars on admission. Many had hung on to their homes too long. To the fit being drafted out to the works, and sick being admitted when hospitals on the works became crowded or had to move. The blind and lame and old were in time made strong and sent home on village relief, thus leaving behind always a residue in poor condition.

177. Roughly I should say that 20 per cent. came from outside the district, in Banda and Karwi, but in other poor-houses further from Native States the proportion would be less.—

	Bhuragarh, 30th January 1897.	Karwi.
Banda	863	Statistics not available at time the note was written.
Other districts	80	
Native States	74	
Total	1,017	

178. *Exceptional severity.*—This can be seen from jail statistics of Banda.

Health on admission.—Only 33 per cent. were in good health on admission.

Doubtless many families were broken up, but I don't think such calamities were widespread. The wanderers were (*a*) beggars, (*b*) dependants and servants in families, (*c*) persons with no family ties. I know of cases where parents voluntarily gave up their children to the authorities until hard times were over.

On works immorality was rife, and family ties slack.

179. Yes. Systematically cleared on to works and village relief.

180. The poor-house ration is dangerously near to the indispensable minimum; and it is difficult to ensure this being given. Any man can be kept up to weight with 10 *chataks ata* and other items in proportion. That means that if he could get this diet complete (it is a question of ounces), it would be just sufficient.†

In Banda from April the ration was supplemented from the Charitable Fund (2 *chataks*).

The weak and sickly received rice, *dal*, milk, and sago, such combinations as *khichri* and *khir*.

In the jail I had to institute a starved gang, as such men were unable to assimilate the amount and character of food usually given.

181. The rules are suitable and explicit. Perhaps an addition might be made on the subject of clothing and blankets—a most important element in the lowering of the death-rate.

*182. (1) Yes.

(2) To some extent.

183. In the Banda poor-house, from July onwards, at a profit of 3½ per cent. Some R100 of stuff sold.

184. Departures and escapes were not at all numerous.

As to the mortality during the famine period.

248. Banda mortality, 1891—95 . . . . 30·02
,, ,, 1896 . . . . 42·05
,, ,, 1897 . . . . 51·83

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* The numbers refer to the questions drawn up by the Commission.

† NOTE.—Sixteen ounces water-free food is laid down by authorities as the average daily diet of men at rest. The poor-house ration of 19 ounces must have 15 per cent. deducted to render it water-free(and comparable with the 16 ounces laid down.
In cooking *ata* into *roti* the 8 chataks should become 12 chattaks or a little less. *Dal* of course more.

Lieut.-Capt. J. Garvie.

9th Mar. 1898.

249. Both years 1896 and 1897 were famine years, and the increase in deaths has been due to scarcity of food amongst a population, a great part of which at all times is not well off :—

Deaths from 1891 to 1897	172,207
Births „ „ „	139,415
Difference	32,792

In 1897 the difference was 26,875, due to a remarkable birth-rate of only 13·75.

I.—There are two periods in 1897 to be distinguished, namely, the first four and the last four months :—

	Monthly average.
January to April	=5·03
September to December	=4·5

The former is a famine death-rate, and the latter a fever death-rate. In the first period there was more dysentery and diarrhœa (and small-pox), and less fever, than in the second period. The figures, however, are not striking.

II.—The contrast between the same periods in 1896 (Bundelkhand famine year) is very striking :—

	1896. *January to April.*	1896. *September to December.*
Total deaths	=5,551	12,106
Monthly death-rate	= 1·9	4·21
Dysentery and diarrhœa	= 165	1,124
Fevers	=4,435	9,283

that is, during a dry year the fevers increased proportionally little, the death-rate became high, and dysentery and diarrhœa increased sevenfold. This can only be accounted for by scarcity.

Of the 1,289 admissions into the Banda Jail in 1897, only 33 per cent. were in good health, 14 per cent. in bad health, 53 per cent. in indifferent health.

Shortly, therefore, the answer to question 249 is that the increased death-rate of 1896 was due to scarcity. The still higher death-rate of 1897 was mainly due to the same cause, but also to a very wet rainy season acting upon a population which, though then provided with abundance, was much reduced by previous hard times.

250. Notwithstanding the increase in mortality, considering the character of the people of this district, I consider the result of the relief measures to be highly successful.

251. The three parts of the question should be answered in the affirmative. Reasons are given in answering question 249—

	Mortality of—
1894 (wet year)	= 35·59
1895 (dry „)	— 23·33

252. I do not attribute any considerable part of the mortality to a short water supply.

I do not think that cholera thus arose or was intensified; in fact, where cholera was severe and remained hanging about for a time it was just in those parts of the district having works near a running stream.

253. In 1897, 8·3 per cent. of deaths were due to dysentery and diarrhœa. In 1896 the deaths were also very numerous in the latter half of the year, as shown above. This was caused by unwholesome dietary and exposure.

254. I consider the full ration sufficient. The minimum ration, when bought and cooked by the people themselves, is just enough. Otherwise I have replied to the question under question No. 180.

255. No deaths directly due to starvation were reported.

Five deaths from Karwi were reported as due indirectly to starvation. These were found by the police, who could not discover where they had come from. They were suffering from extreme emaciation, and shortly after admission into the poor-house they died. Karwi is within a few miles of many Native States.

Parents frequently neglected their children under stress of want, and in several cases even abandoned them.

As to comparative mortality amongst women and men, children and adults, I noted during the famine that women stood the hard times better than men, as was to be expected; also that adults who had just attained maturity and were full of potential power, as it were, stood the strain better than little children. Old people and those whose powers had already for some time come to maturity were not so resistant to adverse circumstances as young adults. To grade these classes according to their powers of resistance, I should put young women first, then young men, old women, old men, and, lastly, young children.

On looking into statistics, I find—

46 per cent. of the total deaths were amongst females.
54 ditto ditto males.

In each age period there were fewer deaths amongst the females than amongst the males :—

	Deaths.
Children (to fifteen years)	13,955
Old age (forty years and upwards)	11,938
Fifteen to forty years	10,692
Total deaths	36,585

Whether the above observations be correct or not depends upon a comparison of the deaths with the population at each age period. Taking the census tables of 1891, I have prepared and append such a statement :—

Mortality Table, according to age of the year 1897.

	Under 1 year.		1 year to 4 years.		5 to 9 years.		10 to 14 years.		15 to 19 years.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Population according to 1881 Census	9,998	*9,388*	43,397	*44,789*	50,483	*48,227*	46,202	*36,507*	26,675	*22,111*
Deaths	1,951	*1,770*	2,818	*2,668*	1,691	*1,359*	1,013	*685*	773	*652*
Death-rate per 1,000	195	*188*	65	*59*	33	*28*	21	*19*	29	*29*

	20 to 29 years.		30 to 39 years.		40 to 49 years.		50 to 59 years.		60 years and upwards.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Population according to 1881 Census	62,105	*60,660*	55,642	*54,403*	38,609	*38,769*	20,483	*22,721*	13,298	*20,751*
Deaths	2,236	*1,929*	2,943	*2,456*	2,999	*2,375*	2,081	*1,886*	1,236	*1,062*
Death-rate per 1,000	36	*32*	53	*45*	78	*61*	101	*83*	93	*51*

255. On examining the table, it will be seen that, as far as statistics go, the smallest death-rate is not amongst young adults, but amongst the grown up children.

Mortality due to cold and wet.

		Percentage.
January	93	·10
	90	·08
	158	·11
	166	·13
September	114	·07
	108	·06

While on the subject of the mortality on the works, question No. 81 may be answered here. Cold and wet had a most material effect. The deaths in the last two weeks of January rose on this account. I show its effect in the margin.

A large sum was spent both on works and in the poor-houses on blankets.

The severe heat in the beginning of June, when a strong *loo* was blowing also, was the cause of a rise in the mortality :—

Mortality on the works, 1897.

Date.	Number of deaths.	Total.	Percentage.	Total.	Remarks.
January	14		...		
	93		·10		
	90		·08		
	158		·11		Wet, cold, and windy.
	166		·13		
		521		·41	Ditto.
February	114		·07		
	108		·06		
	162		·09		
	144		·68		
		528		·30	
March	90		·04		
	78		·04		
	108		·05		Cholera.
	230		·13		Ditto.
		506		·26	
April	275		·18		
	99		·07		
	98		·07		
	161		·10		Ditto.
		633		·42	
May	142		·08		
	147		·08		
	134		·06		
	122		·05		
	166		·07		
		711		·34	
June	153		·06		
	193		·08		
	120		·05		Severe heat.
	85		·05		
		549		·24	
July	58		·04		
	73		·04		
	66		·04		People leaving for their homes, leaving the sick and poor behind.
	26		·06		
	27		·09		
		250		·27	
August	27		·10		
	24		·11		
	23		·10		
	9		·12		
		83		·43	
September	4		·08		
	4		·07		
	4		·07		
		12		·22	
Total	...	3,793	...	2·89	Or 3·46 per cent. per annum.

At first it was taken that the hospital assistants reported all deaths ; later it was taken to be more accurate to have the naib tahsildar's report as the basis—

Deaths on works	3,793
,, in poor-houses	1,852
Total	5,645 out of a
District Total	36,585

256. In these deaths due indirectly to want I cannot see how State intervention could have occurred earlier, as I believed they came from native territory.

I cannot see where failure in the measures adopted comes in, as a poor-house and works were close at hand.

257. Neither defective in principle nor working.

Mortality was not so increased.

Every practical precaution was taken to provide and protect pure water.

The only detail further I would suggest is that it be laid down that usually patients in hospitals should be dieted. This is expensive, but necessary.

At first it was tried to work the hospitals cheaply by paying the sick and their relations, as the people on the works were paid. This had to be given up (1) on account of many sick being without friends to cook for them ; (2) the apathy and listlessness and helplessness of many quite able to look after themselves ; (3) overcrowding and "scrimshanking" from the works ; (4) irregularities during paytime, friends and schemers coming from the works.

Dieting means cooks, *bhistis*, or *kahars*, expensive large cooking vessels, and even a muharrir when the sick amount over 100 or 120.

It is better that the money for this be not paid by the hospital assistant, but that a bania be appointed to provide the hospital and be given an advance. The hospital assistant's imprest will be spent on bazar medicines, milk, etc.

Blankets are required for the hospital.

Kahars and *doolis* (*charpais* made up) are required for conveyance of sick and to be ready in case of outbreak of an epidemic.

Besides the conservancy sweepers, a staff of *Domars* is necessary in connection with the graveyard (referred to in the Code) and dead bodies found on the work. All dead bodies should be viewed by the hospital assistant, as the sick, especially children, are apt to be concealed by their relations.

Deaths ought to be *reported* by the famine naib tahsildar to the thana, he receiving reports from the hospital assistant and muharris.

There is another plan for the chaukidar of the village in which the work lies—to enquire from the *naib* and take the information to the thana in the usual way.

258. Yes.—

Three Assistant Surgeons	1 Military. 2 Civil.
Eighteen Hospital Assistants	4 Military. 9 Provincial. 5 Temporary.
Thirteen Compounders	4 Provincial. 9 Local.
Twenty Vaccinators	Provincial.

Pressure of population.

259. There has been a very slight increase of population since 1871—

1891	= 705,832
1881	= 698,608
1872	= 697,684
1865	= 724,372
1853	= 743,872

260.—

Year.	Ratio per 1,000 births.	Ratio per 1,000 deaths.	Remarks.
1871	...	13·34	The earlier death-rates of this period are obviously wrong, as may be seen from the small increase in next census.
1872	...	20·06	
1873	...	23·51	
1874	...	26·78	
1875	...	21·96	
1876	...	22·26	
1877	30·81	23·16	
1878	33·25	30·16	
1879	31·71	42·28	
1880	31·35	31·11	31·78 and 25·36.
1881	47·11	27·83	
1882	37·35	37·67	
1883	45·68	37·97	
1884	41·61	41·03	
1885	39·80	23·26	
1886	36·89	24·79	
1887	38·91	40·68	
1888	37·82	35·36	
1889	29·65	37·74	
1890	32·20	37·59	38·73 and 34·39.
1891	21·49	38·38	
1892	32·07	30·16	
1893	24·68	22·32	
1894	33·07	35·39	
1895	26·36	23·33	
1896	29·07	42·65	
1897	13·75	51·83	
			28·21 and 34·85.

There is thus no increase in the birth-rate or decrease in the death-rate ; but if the results of the scarcity of the last few years be eliminated, an improvement will be shown on previous records.

Sur.-Capt. J. Garvie.

30th Mar. 1898.

Finally, with reference to relief kitchens in such a district as Banda, where there is no large town population, I should like to state that they were found to be most valuable in saving and sustaining life amongst the children.

It was found to be advisable to establish these on the large relief works. Doubtless women and children came from villages neighbouring or large works for money who might have got on without Government assistance.

By feeding the children this class is kept away. The children of the very poor, who are apt to be neglected, are also much better fed than they otherwise would be.

Kitchens were also established in poor parts of the country, where, as amongst the *Kols*, people refused to go even 15 or 20 miles from their homes.

(*President*).—When did you take charge of the Civil Surgeoncy of Banda?—In September 1896.

You say in your evidence that you started with a population of 1,847 in the poor-houses. Were poor-houses open when you came?—Yes.

Poor-houses had never been closed in 1896?—No.

How many poor-houses were there?—About five.

(*Dr. Richardson*).—Was the condition of those who remained over in the poor-houses from 1896 very poor?—Rather poor.

Was the mortality high amongst them?—The mortality was not very high.

What were they mostly?—Beggars for whom there was no work.

I would expect to see some Aborigines in a district like Banda?—There are no Kols in Banda itself. Kols are very much averse to appear in the poor-house itself. There are Aborigines in Karvi.

(*President*).—You say the numbers in the poor-houses fell at the end of January. Why was that?—People were drafted to works.

(*Mr. Holderness*).—Had you village relief?—Later on.

(*Dr. Richardson*).—You say the blind and lame and old were in time made strong. Were they made strong on the ordinary ration of the poor-houses?—Two chattaks extra were given from April.

Was this extra allowance given all over?—Yes.

You considered that necessary?—I don't think it was necessary, but it was very wise.

Why wise if it was not necessary?—I think 8 chattaks was just sufficient.

It would not bring them into condition quickly enough to draft them to works, I suppose?—No.

You say in reply to question No. 178 that the famine was exceptionally severe, and that this can be seen from the jail statistics of Banda. What offences had they chiefly committed?—Thefts.

Committed by people to save their lives?—I cannot say.

Were the same diseases prevalent in the jail as in the poor-houses?—Yes.

Bowel complaints chiefly, I suppose?—To a great extent.

What were they due to?—The prevailing scarcity, I think.

(*President*).—You say in your answer to question No. 180 that in Banda from April the poor-house ration was supplemented from the Charitable Fund. Was that done generally?—Throughout all poor-houses.

(*Dr. Richardson*).—Had you one poor-house for each tahsil?—Yes.

You say the weak and sickly received rice, *dhal*, milk and sago, and such combinations as *khichri* and *khir*. You had sanction for that?—Yes, in the poor-house.

Had you a hospital attached to each poor-house?—Yes.

Quite close at hand?—Yes.

Not within the same compound?—No.

You say a part of the population is at all times not well off. Why is that?—That is characteristic of the people. The common labourers hold no land.

Are they wanting in energy?—I think so.

I have heard the population is too small in Banda?—Yes, there is room for more, but of a more energetic type.

As to mortality you say there are two periods to be distinguished, namely, the first four and the last four months. The former you say is a famine death-rate. Could that have been prevented by relief having been opened on a more generous scale?—I don't think so.

Was it started early enough?—I think so.

Then why did it fail to prevent this high death-rate?—People had run down in stamina on account of the high prices. It was partly due to the exposure on works.

How about the registration in Banda. Have you ever tested the birth and death return by a house-to-house enquiry?—No.

What is your impression of it?—I think the registration is fairly good.

The ordinary way is to use the *chowkidar*, and make him responsible?—That was done in the last part of the famine. I think the first method was better, that of the Naib-Tahsildar reporting it to the *thana*.

Do you think the *chowkidar* omitted to report the numbers?—Perhaps he didn't get the proper figures.

From September to December 1897 you say there was a high fever death-rate. Was it ordinary fever?—Yes, and there was a good deal of pneumonia too.

Was it infectious at all?—Yes.

Did you segregate these cases?—No.

Why?—I don't think it was so infectious as to need that. There was plenty of air space.

Was it prevailing in epidemic form?—Well, if one man comes in suffering with influenza and he is placed near one suffering with pneumonia he is more likely to get it.

Had the fever any connection with relapsing fever?—No, it had nothing to do with famine fever.

In your answer to question No. 252 you say that when cholera was severe and remained hanging about for a time it was just in those parts of the district having works near a running stream. Was the stream contaminated?—We found that cholera had broken out in a village and that the dead bodies had been thrown into the stream. The disease was prevailing in the locality.

There are no wells there?—There are a few wells, but you cannot keep people from the streams.

Did you draw any connection between the drinking water and the prevalence of cholera?—I think the cholera took place through people drinking from these streams. The wells had been disinfected.

You say in your answer to question No. 254 that you consider the full ration sufficient?—I am thinking of 12 and 10 chattaks.

You think that sufficient?—Yes, judging from my jail experience.

It is less than the jail ration?—Yes.

You say the minimum ration when bought and cooked by the people themselves is just enough. That implies that if it is not cooked by themselves it would be taken away by others. Do you think there was much pilfering?—I think the people had to be watched carefully. It depends upon the Superintendent entirely.

By saying that the minimum is just enough I suppose you mean it is enough for body and soul without work?—I think it is drawn very fine; see my answer to question No. 180. I think if the poor-house is situated where it can be well supervised then the ration is just sufficient.

You say in your answer to question No. 255 that five deaths from Karvi were reported as due indirectly to starvation. These were found suffering by the police who could not discover where they had come from?—Yes. There are some Native States near by, and it is believed they had come from there.

You say in the same paragraph that parents frequently neglected their children under stress of want, and in several cases even abandoned them. You say in another place that parents voluntarily gave up their children to the authorities till hard times were over?—Yes, children were told to go to the poor-houses and say they had no parents; afterwards the parents claimed them.

You say that women stood the hard times better than men as was to be expected. Why do you think it was to be expected?—I think it is due to physiological reasons.

You say at first it was taken that the hospital assistants reported all deaths. Could you not trust the hospital-assistants to report the deaths?—At first I thought I could; they were very hard-worked and had to go to the Naib

Tahsildar for the figures. I found they had not reported all the deaths.

Later on you say it was taken to be more accurate to have the Naib-Tahsildar's report as the basis. To whom was this report given?—It went to the Public Works Department, and I got the figures from them.

You say in reply to question No. 257 that at first it was tried to work the hospitals cheaply by paying the sick and their relations as the people on works were paid. This seems an unusual arrangement?—Yes. We stopped it very soon.

You say it is better that the money for dieting be not paid by the hospital assistant?—I think the hospital assistant has too many accounts.

You say you found relief kitchens to be most valuable in saving and sustaining life amongst children. Had you these on all relief works?—Yes.

Were children allowed to go with their mothers to relief works?—Yes.

Did mothers bring their children to be fed?—The older children took the younger.

Did they come in great numbers?—Yes.

Did they seem to thrive?—Yes.

Did the Kols make any objection to come to kitchens?—I believe not, but I had very little experience amongst the Kols.

(*President*).—From what you saw in September 1896, do you think that relief should have been carried on right through from June and July, when it was stopped?—As soon as test-works were opened a great many under-fed people appeared on the scene.

You say in your answer to question No. 176 that at the conclusion the population was reduced to a minimum. I suppose that means that all the fairly strong people were sent away?—Yes.

With reference to your answer to question No. 178, I suppose the jail mortality was very high?—Yes.

Do you remember what it was?—I have not got the figures. I was not in charge of the jail.

You say in answer to the same question that on works immorality was rife and family ties slack. That seems not an unnatural thing to occur. Can you tell us how it came to your notice?—From the amount of venereal disease. On making enquiries from the hospital assistants I heard so. That was their idea.

I understand the purport of your answer to question No. 180 to be that you think the minimum ration is too low in respect of flour by 2 chattaks?—I think 8 chattaks is sufficient if the supervision is excellent, if the poor-house is is so situated that one can see at any time what is going on.

But you raised it by two chattaks yourself?—The people got better quicker and we could clear the poor-houses faster.

If it is only just sufficient in a poor-house where people had no work, I suppose you think on works it is insufficient?—It is insufficient as a daily diet if the people have to work in addition.

Do you think that the supply of clothing and blankets is important?—I think so. I think the people on works were also badly off in that respect.

Sur.-Capt. J. Garvie.

30th Mar. 1898.

Do you think more money might be spent from the Charitable Relief Fund on clothes?—On blankets, I think.

You say in answer to question No. 183 that in the Banda poor-house from July onwards, at a profit of 3¼ per cent., some ₹100 of stuff was sold. What stuff?—I believe thread spinning.

In your answer to question No. 249, you refer to the remarkable birth-rate of only 13·75 in 1897. Do you remember what the ordinary birth-rate of the district is?—From 30 to 40 I think.

You refer to the cold in the winter and the severe heat in summer as the cause of mortality on works, and this is borne out by the statement. Do you know whether there was any possibility of giving people shelter while at work in the hot weather?—They were hutted, but no such *kutcha* structures were of any use against the strong *loo* blowing.

Do you know how the Naib-Tahsildars were supposed to become aware of the deaths of people in relief work camps?—From the mates of gangs, from mohurrirs and hospital assistants.

I suppose mates would not take much interest in reporting deaths, would they?—No, not unless in their own gang.

You say in answer to question No. 257 that all dead bodies should be viewed by the hospital assistant, as the sick, specially children, are apt to be concealed by their relations. What were you thinking of exactly?—Small-pox.

You were thinking of the necessity of preventing contagion, I suppose?—Yes, and the outbreak of any epidemic famine fever and such like things.

(*Mr. Holderness*).—Did you inspect relief works at all from time to time?—Yes.

What was the general condition of workers?—When the numbers were high their condition was very good. In December their condition was not good.

When do you think their condition was good?—In March, April and May.

Do you think they had improved then?—I think so.

Was there any improvement in the condition of gangs that had been on for some time?—Yes.

With reference to your answer to question No. 249, can you give similar figures for May, June, July and August?—Yes.

Do they show any increase over the normal?—They are just over the average.

The January to April figure that you give shows 5·03. Is that considerably over the average for those months?—Yes.

Does that include cholera?—Yes, cholera was just beginning in April; there were a few cases.

You say the figures are not striking. Do you mean the excess is not very much above the normal?—I mean the contrast between dysentery and diarrhœa in the first period and fever in the second.

With reference to your answer to question No. 255, where do you draw the line between a child and an adult?—At about the age of 15.

At what point of time does a growing child require as much food as an adult?—About the age of 16 or 17.

Is that not rather high?—Well, perhaps beginning at the age of 15.

MUNSHI NAZAR MUHAMMAD KHAN, KHAN BAHADUR, Deputy Collector of Banda, called in and examined.

Munshi Nazar Muhammad Khan.

30th Mar. 1898.

I put in a written statement of evidence.

(*a*) The number of circles as indicated by the Code in section 43 was doubled and sometimes more than that to suit the requirements. In Banda, where hillocks, upheavals, and the peculiar soil render it difficult, especially in rainy season, to march with speed and in time, followed by the extensive number of recipients of gratuitous relief, it was impossible for so small a number as that indicated by the Code to get on with such an arduous task satisfactorily. These circle officers were denominated "Assistant Supervisor *Kanungos*". Their duties were simply to check the accounts, registers, inspect that the doles were properly distributed to the poor, and to give money to the *mukhias* in due course. They were not given money to distribute as mentioned in section 55 (*a*); it was the local *mukhias* who were entrusted with this work, and experience showed that the deviation worked satisfactorily. The duties indicated in section 45 were performed by these circle officers, with the exception of those mentioned in clauses (*f*) and (*g*), which were done with ease and correctness by the extra famine naib tahsildars. Tanks were primarily measured by the permanent supervisor *kanungos*, and latterly by the famine naib tahsildars. Experience showed that when scarcity prevailed, the dearness of grain itself was a stimulus to the *banias* to provide supplies, and they voluntarily offered themselves everywhere for profit's sake; hence sections 47 and 48 were not heeded to and contractors were not resorted to. As a matter of fact, grain was sometimes imported from other places to make money out of the comparatively high prices that ran here. Section 51 was fully attended to with the marked modification, *i. e.*, *patwaris*, who were

Munshi Nazar Muhammad Khan.

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likely to resort to extra and superfluous expenditure and were not so acquainted as the *mukhias*, were not given the task; it was entrusted to *mukhias*, who used only to distribute to really homeless needy persons from an imprest account given to them, and the famine naib tahsildars were the proper authority to differentiate such persons, sending some to poor-houses and keeping the rest for relief on the spot, having regard to the accommodation in the former institutions. It was very seldom that people lived a homeless life on account of the petty works opened everywhere. They of course removed themselves from the place to another for work and employment's sake, but returned home. No doles of grain were distributed, as it would have made the accounts very intricate and complicated and incurred much expenditure; section 55 contemplates of such a measure. Section 56 was departed from, inasmuch as it was difficult to form committees at every impassable and small village. The *mukhia* from his doubled imprest account used to send for grain when it was needed from the adjoining big villages. Of course in big market places inhabited by big men or *raises* it was possible to formulate the system indicated in clause (3) to section 56, who could supervise with advantage. Doles of grain were, however, distributed from the Charitable Relief Fund only in presence of higher authorities, such as tahsildars and pargana officers.

(*b*) The degrees of success which attended the measures adopted, considered primarily with regard to the relief of distress and the saving of human life, and secondarily with regard to economy, has been very prominent and great. Not a single life was reported to have been lost on account of want of assistance. The system with the assistance of the *mukhias*, local and district board members, worked miraculously well, and it was so nicely arranged that weekly doles were distributed all over the district on one and the same day within a week. In case any of them had some urgent private or other public work which was likely to stand in his punctuality, he had to make over his duties for the time being to his nominee and successor on his own responsibility after having obtained sanction from the inspecting officials. The famine naib tahsildars were to make local enquiries and to ascertain that no embezzlement was going on; the recipients were relieved punctually; and orders were promptly and duly carried out by the distributors. They were to make further private enquiries and in public from the recipients that each and every one of them received his allotted share of dole, and that at the fixed time, general supervision having been exercised by the tahsildar and pargana officer. Such a strong and systematic system had an awe-inspiring effect in the local bodies who were entrusted with the distribution work, and it assured that the needful was done with honesty and economy. The people in receipt of relief in the shape of cash at works or in the village were always able to buy grain at the rates supposed to be current; even in such hard times distressed tracts used to export simply because of still higher prices elsewhere, which helped *banias* to a certain extent in making little fortunes. Some of the landholders who had their private reserve stock did not generally sell them, but held out from panic. The wages of artizans and professional labourers did go up in a degree in consequence of the rise of prices. In poor-houses wheat, gram, rice, *dal*, and vegetables; in kitchens, *khichri*; and at works gram and *juar* were the food-grains that were used. *Dal* was occasionally mixed with lime juice and sour articles to avoid complaints of dysentery. In the poor-houses two meals a day were cooked, and no complaints whatever were made as to the kind of food and plan of meals. In spite of the privations, consequent on scarcity of food, there has been little or no increase in the ratio of mortality, and this may be attributed entirely to the success of the management of the relief system. Though it is an established problem that mortality becomes abnormally low in dry years in consequence of good health, but it not being so in no way attributes to the defective system or less energetic and less resourceful means of relief, but is chiefly due to epidemics, which do not cease in such times even. The staff of medical officers and hospital assistants was quite sufficient with an adequate supply of medicines and medical comforts for the use of the sick. The relief works being ample, starving wanderers were hardly found, and if any was so found, he was at once sent to the poor-house or to the adjoining relief labouring test as his state of health permitted. No distinction was drawn between emigrants and wanderers, numbering about 200, from Native States, who roamed hither and thither for paucity of relief works there; they were also given liberal assistance, but steps were taken to send them back. Government forests were opened for free grazing and collection of *mahua* and *tendu* fruits, which was a great boon to the labouring classes. Endeavours were made to get work out of poor-house inmates, but attended with no degree of success; only those who grew stout were at once sent out to the neighbouring works. Inmates of poor-houses were, however, free to leave the institution whenever they chose, and no compulsion or restriction was laid upon them. The maximum percentage of the population of the affected area which was placed on gratuitous relief at the period of maximum pressure was between 30 to 40, and persons thus relieved were a mixed rural population, consisting both of agricultural and labouring classes.

(*c*) Chapter VI of the Famine Code relates to the "test works," to examine the height of the scarcity, and when it established to open "large" and "small" works freely to afford field for the labouring working classes. To me the following measures, if adopted, will be more effective:—(1) in districts where irrigation sources are available, *kachcha* wells should be dug by means of cultivators by advancing them *taqavi* loans provided season admits of their being sunk; (2) in irrigated districts *zamindars* should be given *taqavi* loans to excavate or deepen the existing tanks, with promise that whole or part of the loan as circumstances appear will be recoverable; while in unirrigated districts tanks, as a rule, ought to be excavated only at such places which are at a reasonable distance from the populated site and the grazing ground of cattle with a joint regard to number of men and cattle in order that water may be found there at all times. Big impounding reservoirs, disproportionate to the number of men and cattle, ought not to be undertaken, which shall do little good than harm, *i.e.*, it will amount to lavish and useless waste of money; (3), in tracts of Bundelkhand, especially in Banda where *kans* cycles are very injurious and sadly making the soil less fertile, render it fallow, construction of large *bandhs* is highly profitable in places where waters accumulating eradicate *kans* and restore the soil to its fertility. Here *zamindars* generally spend money provided they can do so or take *taqavi* loans with a view to construct small *bandhis* or *bandhs*, and almost all the loans thus advanced to them are recovered because they find it easy to repay from the profits and advantages they derive from the thus increased fertility of the soil; (4) in places where residential houses of the agriculturists are wholly demolished and they cannot set them aright or in big villages with an extensive unpopulated area, it is desirable that new hamlets ought to be started relief would be much beneficial; (5) in places where *zamindars* and tenants are too poor to repay the loans, Government will of course have to advance money in the shape of gratis. As to effecting more economy, I am of opinion that petty works of improvement and relief should be carried only by the agency of the district and local board members and other respectable land proprietors, under the supervision of famine naib tahsildars, who are to inspect such works every tenth day or earlier if possible under the general control of tahsildars and pargana officers, rather than by the Public Works Department, as the latter entails more expense for professional skill. Beside this, these large works having thousands of workmen with no houses, have to be provided with shades for their residence, and these shades incur a good deal of expense, being of the same sort and pattern. The demand being very great, these shades are furnished by big contractors, who on their part have to fall back and rely upon their assistant or sub-contractors: as such the materials become very costly. When these things became ready, the carriage hire for taking them to the camp adds to the already enormous expenses. In summer seasons, when dreary winds blow, camps sometimes catch fire, and this undesirable event makes Government to sustain a further loss of settling the whole organization into order coupled with some loss of lives also. These can with advantage be replaced by small local camps not exceeding 500 men in all, where no such unforeseen necessities would arise. Big camps have to make special arrangements for the vessels and carriage of water and disinfecting powders which are in no way less expensive. These labourers cannot also stand the burning "hot to the touch" wind, rains, and the biting cold; for these temporary shades cannot guard them from these embarrassments. Too much gathering at one and the same place at one time necessarily pollutes air and causes epidemics to make their appearance, and when so happens great costs are being incurred to provide medical advice and aid, and it becomes absolutely necessary to keep some doctors with medicines ready in attendance. To supervise these camps, officers with big salaries who have no permanent footing are at once appointed; they cannot be so much reliable as the permanent naib tahsildars or *kanungos*, who from fear of dishonor and loss of their past services are

less likely to be otherwise than reliable. The percentage that goes beyond estimate is partly due to the fact that servants of these outsider officers and of other professional men do reckon themselves as labourers, which, if scrutinized would effect some savings. These works should properly be carried on under the supervision of the civil officers rather than by the Public Works Departmental agency The tahsili increased staff will cope with the works; in thickly populated towns where in the height of famine the ordinary or the increased civil staff cannot get on with ease, the Public Works Department might be engaged; but the system of accounts in order to assure accuracy and proper check thereof, requires that each workman with the amount of his wage should be entered in a register, kept for that purpose daily; the penal wages forfeited should also be shown in the register against the name of the respective labourers. This will facilitate the system of checking the accounts. Hitherto one mate had a number of men and women, and their wages at an average rate were put down in a lump sum. This mode of account was partly due to the overcrowding of men, and partly to the rules being defective. One great dark feature or drawback as it may be of these "large works" is that people in general desert their villages and content themselves with their daily ration, which again necessitates that "village relief" as distinguished from the "Public Works Departmental relief" ought to predominate. To save these double labours, time, and money, it will be far better to resort to petty local or village works. In places where *bandhis* and tanks cannot be constructed with advantage, road works might be started under the Public Works Departmental agency, but the labourers should be given full wage which they would get in ordinary times, which will attract all able-bodied persons, leaving only those who are emaciated and feeble deserving gratuitous aid. Agency of private employers, if utilized, would not provide more extensive employment for the distressed. Private charitable relief as distinguished from the State relief fulfilled its object in the recent famine. It would, however, be more usefully applied in relieving agriculturists, who cannot repay the statutory loans, and not to substantial tenants, who, on the other hand, can take the latter sort of *taqavi*. Orphans who have not been taken over either by their close or distant relation, or by other men, under agreements of their support in terms of Government Resolution, might with advantage be made over to the sectional orphanages. The recent remissions have reached the cultivating classes also, and have done much good, but I would suggest that Government should enforce remission of rent in estates held free of revenue, and that it might be made a general rule of practice in regard to estates held by self-cultivating as distinct from rent-receiving owners that when the crop is reported to be below a 4-anna one, sufficient only to feed and clothe the owners and their dependants and their cattle, the proper treatment would be immediate remission and not suspension. Advancing loans to cultivators who possess some property in land and cattle would be a more economical aid than to offer them work and wages; but this should not be extended too much, which would increase an indebtedness among them. Interest on such advances should altogether be remitted, and the repayment of instalments should be more extensive to enable them to pay the amount easily. Non-working children and other dependants should be relieved by means of cooked food, and it is not preferable to dole in money to their parents, for they are not expected to spend it in the legitimate object for use on their children, but they may be safely kept in the poor-houses, where such arrangements are feasible, and not in local villages. Collectors and Commissioners should be the proper controlling authorities in the relief operations; the Public Works Department might only be engaged in those cases where the civil agency cannot pull on well for some such reasons as professional skill, etc. Conservancy and *bazar* arrangements, management of kitchens, etc., should not be made over to the Public Works Department, for they are less likely to be efficient in that regard as compared with the civil executive. Officers in charge of relief camps should not be invested with magisterial powers, for that would be a too liberal bestowal of powers, and past experience shows that needy persons do not grow unruly until they are harrassed; on the other hand, they patiently suffer all sorts of troubles. Practice of producing a *chalan* from any civil or village officer before admission to works is very undesirable. Needy men should be at once enlisted and formed into a gang.

(*d*) I do not think that a permanent rise in the price of food-grains has taken place; it was on account of a series of adverse seasons that it rose so high, and I expect that with two prosperous seasons it will assume its normal position. The export of food grains, it appears to me, does materially reduce the reserve stocks held at a particular point of time in the country. The general impression as to the sufficiency or otherwise of the stock is very vague. Ten to one the idea was that it would not suffice. Had not grain been imported from all sides and corners of India, such as the Punjab Rangoon, etc., to the most distressed tracts in India, and had rains been held over for one more season, there is not the least doubt that India would have become almost destitute of every food grain. As such I would recommend that since the first and foremost symptoms of scarcity are felt and dearness in food grains becomes visible, the Indian granaries should not be emptied by exports. This will keep the prices from rising higher and bring them to a standstill. Improverished men will then not feel much the dearness or the failure of crops. I do not mean that export within the country be stopped anyhow, but that it should not be exported without the country. This will not affect the principle of free trade, since it is the necessity that compels one to withhold his reserve stock for keeping his soul and body together.

Munshi Nazar Muhummad Khan.

30th Mar. 1898.

(*President*).—You are Deputy Collector of Banda?—Yes.

Have you been there all through the famine?—Yes.

How long have you been in the district?—Five years.

(*Mr. Holderness*).—In what tahsil?—Pylani Tahsil.

In that tahsil what was your famine relief work?—The supervision of relief works and village works, the distribution of doles in the village, and the measurement of tanks. I had also to make enquiries into the circumstances of the people, and various other duties.

Were there many relief works?—The maximum number was four in one tahsil.

What distance had people to come?—Five or six miles was the furthest; some lived 2 miles away.

Do you mean that there was no village more than five miles away?—Yes, for the most part not more than five miles away.

Did people mostly live on works?—Those living a long distance away lived on works, those who lived within two miles went to their homes.

And besides these large works had you many small works?—Yes.

How were the smaller works conducted?—By *mukhias* supervised by Naib-Tahsildars.

Who paid for these works?—Under a free system partly and partly Government paid.

Which class of works do the people like, village works?—Lazy people liked to go to distant works, because there was not such strict measurement as at village works.

Were the smaller works done on contract?—A kind of contract.

They were paid by results?—Yes. They received an advance for two or three days.

They got paid strictly by measurements?—Yes, they were held responsible for completing the task; the task was very low.

Where did the cultivators chiefly go?—Cultivators and those who have houses preferred village works.

Had you many people on gratuitous relief?—Only those under section 54 and *parda nashins* and some weakly and emaciated people.

Had you many on village relief?—The maximum was 7 per cent. in my tahsil.

When did you close big works in your tahsil?—When the rains came they were closed; to some extent stone-breaking remained in force.

And other works were closed?—Yes.

When works were closed had you any increase on gratuitous relief?—Yes, till they got employment on field work.

You did not put the able-bodied on to village relief?—No, only the weak and those who could not get work.

You say in your evidence that it was very seldom that people lived a homeless life on account of the petty works opened everywhere. Are these petty works what you have been talking about?—Yes.

What do you mean by a homeless life?—I mean leaving their homes and wandering about in other villages.

Munshi Nazar Muhammad Khan.

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Do you mean they always had some place to go to. Either that they went to their villages or to works?—Yes.

You say the *mukhia* from his doubled imprest account used to send for grain when it was needed from the adjoining big villages. Did the *mukhia* buy the grain or tell the bunnia to come?—They arranged it through the *Bayas* or weighmen. The *mukhia* had an advance for a week. During the rainy season it was doubled.

You say that in spite of the privations consequent on scarcity of food, there was little or no increase in the ratio of mortality. Was that the case?—There was some increase in the mortality but it was not due to starvation; the causes were unwholesome food, sunstroke, the air being polluted and to epidemics and liver diseases in villages, not on works. In villages they ate *mowha* and the worst sort of grain.

I see there was high mortality from September to December 1896?—Yes, because some of the people were weak.

Was it due to privation?—Yes.

You say you recommend in certain tracts of Bundelkhand the construction of large *bandhs*. Has that been done to any extent?—This was done for the most part but not at the cost of Government.

Does that destory *kans*?—Yes, when the water accumulates.

Have they been largely made?—Yes.

You say that hutting costs a good deal of money. Have you noticed that yourself?—Yes.

Do you think labourers suffer very much on relief works?—Yes. They suffer from cold especially.

You prefer small works?—Yes.

Could a large number in Banda have been provided for by small works?—Yes, but there should have been large works also in the last famine.

You say one drawback to large works is that people in general desert their villages?—Yes, they came subsequently to take takavi. Those men who had no substance returned to their villages.

Large works lead them to desert their villages?—They would not have returned to their villages so soon if they had not been given agricultural facilities.

You are speaking of cultivators?—Yes.

I suppose many were agricultural labourers?—Yes. Cultivators very seldom work for themselves.

When the rains broke was there plenty of employment for labourers in the villages?—Not for the first 15 days; after that there was work for them.

You think that when the rains broke and people returned to villages there was a little time that they had no work in the villages?—Yes, the cultivators had no means of paying wages, when the seed germinated labourers were employed for weeding purposes, etc.

When the cultivator employed the labourer in that way, how much did he pay?—Twelve chattaks of wheat, sometimes 16 chattaks of *mowha*; those who have accumulations of *mowha* pay in *mowha* instead of grain or money.

Is that as much as they get in ordinary years at that time of the year?—They get something more than that.

When the labourers are in large numbers they may be had at cheaper rates than usual?—In some villages the rates went up and in some they went down.

Do you know if there has been any decrease in the number of labourers?—None.

No great scarcity of labourers?—No.

Zemindars have not complained?—No. They have a sufficient number of labourers.

You say non-working children and other dependents should be relieved by means of cooked food?—Yes, when their parents did not work they kept them in the shed; when the parents are getting a sufficient wage then it is not necessary to make separate arrangements, but in villages when cooked food is given to weak children and no aid to parents then they should be kept separate.

Had you village relief?—Yes, especially in the jungly parts.

Have you any jungly people in your district?—Yes.

On works do you think the money dole is sufficient for children?—No.

And you would not substitute kitchens?—No.

Do you think parents fed their children?—I think so, if parents had sufficient for themselves.

You observed the amount of wages they got on works. What is your opinion about that wage?—My opinion is in favour of what is laid down in the Code, which is sufficient and should not be lowered.

Do you think it should be raised?—I think it was sufficient. The only thing is that in the Code it is laid down that the cheapest grain should be used; sometimes the cheapest grain is unwholesome. In Banda only gram and *jawar* were allowed on works; *mowha* was not permitted to be sold.

(*President.*)—I understand that the village circle relief was distributed by *mukhias?*—Yes.

You think they did it honestly?—Yes.

A witness we heard just now told us that in his opinion on big works there was a good deal of demoralization owing to the crowd of women and children being away from their homes and the women being often without their husbands. Do you think that is true at all?—I think to some extent it was the case on large works.

Do you think it would be possible to have a system of village works subsidiary to large works to which only those people should be admitted who have a *chalan* from the circle officer, such as women with young children, weakly men and small cultivators, and send labouring classes to big works?—It would be very difficult to work. Village work cannot be subsidiary to large works as no test can be had with village works. In the beginning there must be test work to find out the extent of relief required.

Yes, but you would not begin these works till you had had proof of the necessity?—When the work is not sufficient in the villages and strong men can be spared for large works this system can be carried out to some extent.

Could you restrict that sort of work to people who have special reasons for staying in their homes and tell labouring people who have no property to go to large works. Could you draw the line?—It is possible for a small number of men selected in this way, but not for the number generally. There should be a higher rate of wages because the task would be greater.

You think that export out of the country causes a good deal of damage. Is that a general idea?—I found it so in the last famine in which I had much experience.

Some say this export does good because it makes prices keep high and stimulates production?—I am against it, because in return for the export of grain there are a few knives and things received which are of no use.

(*Mr. Bose*).—You say that "orphans who have not been taken over either by their close or distant relations, or by other men, under arrangements of their support in terms of Government Resolution, might with advantage be made over to the sectional orphanages"?—Yes, that is, to the same sect as far as possible: Hindus to Hindus and Mahomedans to Mahomedans.

In your opinion the D wage is enough as a working wage for carriers?—Yes.

(*President*).—How much flour does a working man ordinarily eat?—Twelve to sixteen chattaks of flour and dhal included.

You say a man ordinarily eats 12 to 16 chattaks of flour. The D ration which you said is sufficient is only 9 chattaks?—Nine chattaks is not sufficient for a man working hard.

Would it be enough for carriers?—Yes, it is the lowest amount.

Rai Bahadur Thakur Din Pathak.

30th Mar. 1898.

RAI BAHADUR THAKUR DIN PATHAK, of Banda, called in and examined.

I put in written answers to the Commission's questions.

Translations of answers by RAI THAKUR DIN PATHAK BAHADUR, *of Banda, to questions put by the Indian Famine Commission.*

As to gratuitous relief,

*148. In my opinion the whole district was affected at the period of maximum pressure, and about one-tenth of the whole population of the district was receiving gratuitous relief.

*The numbers refer to the questions drawn up by the Commission.

149. The persons so relieved generally belonged to the agricultural classes resident in rural areas.

150. In my opinion all the persons thus relieved were incapable of work on a relief work and were without relatives bound and able to support them, and had no resources of any kind.

151. In ordinary years they somehow or other manage to maintain themselves. Means of maintenance are generally obtainable in their towns and villages. Because of the good season, work and occupation of every sort are in full swing. Agricultural work is available, and support is hoped and expected from one's friends and relatives, etc. Hopes are entertained of borrowing money from the *mahajan*, and the spirits of the people are generally high. On the contrary, in a period of drought or famine all the above matters suffer, and there is a probability of the administration suffering also. And as the resources of self-support and private work flag and well-to-do people do not feel bound and able to support those broken down, State support and relief is needed and the imagination of the people looks up to Government for help and support.

152. In reality the persons who received gratuitous relief in their homes were chiefly women and children. In my opinion about one-fifth of these women belonged to the *parda nashin* class.

153. A reliable estimate can be formed for a given tract of the number of persons requiring gratuitous relief in their homes during an acute famine. The numbers may vary with the severity and stage of the distress.

154. If the numbers of relief workers attending the relief works open in a district are small, it may be presumed that no great amount of gratuitous relief is required, but this may not be that no gratuitous relief be granted.

156. In my opinion gratuitous relief should be given to an incapable person having an able-bodied relative bound to support him, who declines to go on to the relief work, provided that this relative nurses and otherwise looks after the incapable person. But if the relative is well off and there is no need of any nursing, etc., of the incapable person, then gratuitous relief may not be given.

157. In my opinion the people like being given gratuitous relief at home, but it should be given with discretion and after enquiry. If some one is extremely destitute, he may get it; if a person can work, he may be sent on to a relief work. In such cases *parda nashin* women deserve consideration.

160. In my opinion the acceptance of such relief does not place any social or caste stigma upon the recipient.

161. In my opinion the knowledge that gratuitous relief is given by the State will not perceptibly affect private and village charity, nor would the people cast their customary obligations for the support of the poor of the locality upon the State.

162. It could have been very seldom that a person to whom gratuitous relief was given may have been employed on light manual labour in relief works in or near the village.

163. Such works may have been provided by pecuniarily assisting the landowners of the village to undertake the construction of tanks or roads or other village works.

164. In my opinion central kitchens and gratuitous relief in the homes are both proper regardless of the stage of the famine, whether in the beginning, middle, or end.

165. Receiving cooked food in State kitchens is not against the social and caste feelings of the people. Of course high caste people would not like eating such food. In my opinion the receiving of cooked food from kitchens substituted for gratuitous relief in the form of grain or money doles is not harmful, nor does it exclude certain classes from relief.

166. In my opinion maintenance of a sufficient number of kitchens may as well be supplemented by gratuitous relief.

167. In my district gratuitous relief was given in the form of money; sometimes grain was given. I prefer the pecuniary form.

168. This relief was distributed in the actual homes of the people, and not in any central place.

169. I think there may have been instances of malversation or extortion on the part of *patwaris* or other subordinates employed in the distribution of gratuitous relief. There were no instances within my observation in which persons paid money or surrendered part of the dole, in order to be placed on the gratuitous list.

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171. In my district this relief was distributed in towns through honest and respectable people. In villages the relief was distributed probably through officials and trusted zamindars.

As to relief kitchens.

193. The distribution of cooked food to destitute persons through relief kitchens is proper.

194. The institution of relief kitchens is advisable both in connection with relief works, for the non-working children and other dependants of relief workers, as also for the relief generally of the incapable poor.

195. So long as the aspect of the famine remains unchanged or a better season does not arrive, the establishment of kitchens in place of gratuitous relief in the houses of the people is advisable, whether it be the beginning or end of the famine.

As to loans to cultivators and landholders.

200. In the case of money advanced for land improvements, the recipients have, in my opinion, spent it on the object for which it was lent, *viz.*, on the improvement of land and not in any other way.

201. The sums advanced for cattle and seed have been of much benefit to the cultivating classes. No doubt such a large expenditure of money could not have been without its benefits.

204. Such subsistence advances are better than requiring cultivators in need of money, for food to submit to the self-acting test of accepting work on a relief work.

205. It is more advisable to aid by such advances cultivators who possess some property in land and cattle than to offer them work and wages.

206. In my opinion every cultivator would want to borrow instead of going to the relief works, and this would mean a very large expense in behalf of Government and an increase of indebtedness among the cultivators. But the condition of the cultivator and the zamindar would be bettered (by means of these advances), which it would not be by going to relief works.

As to suspensions and remissions of land revenue.

209. No doubt this form of relief has been of much advantage to the landowning and cultivating classes. In my opinion it has kept more than half of them from the relief works or from falling into debt.

210. Should the seasons be good, I think that the land revenue which has been suspended and not remitted will be recovered gradually without pressing severely on the landholders.

211. Such recovery will have to be spread over several seasons by means of instalments. The corresponding rent suspended will also have to be distributed in similar instalments.

212. Suspended rent does not carry interest, nor ought it to do so.

213. The Government has power to direct suspension of rent on estates held free of land revenue, when it directs suspensions of rent and revenue on revenue-paying estates. In my opinion such power is necessary.

214. In regard to suspension and remission of land revenue in temporarily settled tracts, I think it might with advantage be made a general rule of practice that in regard to estates held by self-cultivating as distinct from rent-receiving owners, when the crop is reported to be, say below a 4-anna one and only sufficient to feed and clothe the owners and their dependants and cattle, the proper treatment is immediate remission, not suspension.

As to orphans.

220. At the end of a famine the orphans who have been maintained by the State during the famine should, as far as possible, be made over to their relatives (*muris*). If there be no relatives, then the orphans should be brought up in a Government orphanage, so that they might earn a livelihood when they attain to majority.

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221. If orphans continue to be supported inprivate orphanages, the Government has the po ver to let them remain there at Government expense or remove them to some State orphanage

As to private charitable relief as auxiliary to State relief.

227. In my opinion the opening of grain shops on behalf of Government where food-grains would be sold at rates below the prevailing market rates does not seem proper. Of course if sympathetic local *raises* and wealthy people were to do so, that would be beneficial. Secret gratuitous relief will be proper for respectable people of small incomes.

228. The opening of these cheap grain shops would have, in my opinion, interfered with private trade. No such shop was started in my district.

233. I think this fund could be usefully spent in supplementing *taqavi* advances where they are not enough to meet all agricultural requirements of the recipient.

234. The operations of the Indian Famine Charitable Relief Fund as supplementary to Government relief have served a useful purpose in the shape of providing supplementary *taqavi*, food, and clothing, etc.

239. I think it was right to spend the bulk of the fund in helping broken down agriculturists.

240. I think the expenditure of such a large portion of the fund under this head has resulted in great economic advantage to the country generally.

As to emigrants and wanderers.

243. Wandering could be very much stopped if more works were opened or village relief or relief centres more largely extended. In the same way the migration of jungle people or people with whom it is a custom to migrate at certain seasons of the year could have been effectually reduced.

As to the ordinary food of the people.

273. In the tracts liable to famine in my district the following food-grains are ordinarily used in their homes by well-to-do labourers and artizans :—

Towns (*winter*).—*Juár*, *bájrá*, gram, rice, wheat.

Towns (*summer*).—Gram, rice, barley, wheat.

Villages (*winter*).—*Juár*, *bájrá*, gram, rice, *kodon*, *kakun*, *sánwán*, *arhar*.

Villages (*summer*).—Gram, *sánwán*, wheat, barley, *arhar*.

274. These people generally eat two meals a day, and they eat one or two of the food grains mentioned in answer to question No. 273. They do not drink anything but water during their meals.

275. If any of the ordinary food-grains happen to be unprocurable, they ultimately use a food-grain comprised in answer to question No. 273.

276. Of these occasional substitutes, grain and wheat are easily digestible, while *bajra*, *juar*, etc., are difficult of being digested.

277. In objection to other grains which might probably be substituted they consider peas, *makha*, etc., as least palatable and least digestible.

(*The witness gave his evidence in the vernacular.*)

I live at Nareni, Parganah Girwan, in the Banda District. Famine began from March 1896. There was also famine in the district in 1877. The people were not then in so much distress. I relieved those in distress personally so far as I could, and also distributed money to the poor. I also took part in distributing relief under Section 54. I measured the hill and tank-works and saw also the relief works. In villages money, grain, and cloth were distributed to the poor. In the hills stone-breaking was resorted to as relief works. In some villages relief was given to one-fifth and in others to one-fourth of the population, including all kinds of relief. In Banda the rise of grain prices began in 1896, but they rose high in 1897. The reason was the failure of the rains and the consequent failure of the crops. The grain-dealers raised the prices high. Had the grain not been brought in from outside, the production of grain in Banda would not have been enough. Those who had grain in stock sold it as soon as the prices rose. Others could not prevent them from selling; therefore there was a diminution of stock of grain. Now-a-days wheat sells at 11 or 12 seers per rupee; the reason is that the wheat crop has been bad in this part during the last three or four years. There are many purchasers for wheat all over the country. When the crop is good in Banda, grain and cotton is exported. We use surface water. Water is very deep in wells, so it could not be used much. The rate of a servant's pay is 2 or 3 rupees per month, and in famine times food is also given to the servant, in addition to pay. The tenants pay one anna to a male cooly and three pice to a female one, but in famine the rate is increased to 1½ anna to the former and one anna to the latter, and corn is also given in the same proportion. Those who always attend cultivation are paid 2 rupees per month and ¼ seer gram and one ghalef in a year. In the morning gram is given, in the noon bread is given as food, and the remaining bread, if any, is eaten in the evening. Two rupees, etc., a month are given for measuring. Often, when the prices rise, the children and women of labourers go to work and are paid according to their capacities. The tenants generally do their work themselves, and when it becomes too much, labourers are engaged. I myself went to see the road-work. Many persons gathered to work. To my knowledge there was no adultery on the works, but where there is a great assembly of men, such acts are often committed. The *taqavi* was spent in constructing "bundhias." By means of bandhias *kans* grass is destroyed and is easily rooted out. For the last eight or ten years *kans* grass has been increasing in this district. A dry season increases the growth of *kans*. The state of the country is better than last year. The *uar* crop is good. The zemindars are not yet in a position to repay the *taqavi*. The Government has shown great kindness in remitting the revenue. If the season continues good for the next two or three years, they will recover their prosperity. There has never been such distress during my life. Nobody died of starvation. There has been a falling-off in the number of labourers, as many of them have died of cholera.

PANDIT JWALA PRASAD, Offg. Collector of Jalaun, called in and examined.

Pandit Jwala Prasad.

30th Mar. 1898.

I put in written answers to the Commission's questions.

* 1. The whole of this district was affected. Its population is 396,361 and area 1,564·71 square miles, including the three small *ubari* states of Jagamanpur, Rampura, and Gopalpura.

2, 3 and 4. The district of Jalaun has suffered from adverse seasons for several successive years; I should say the last six or seven years. The scanty rainfall of 1896 and the severe drought of 1897 brought matters to a crisis, and severe famine was the result.

The prices of food-grains were much higher compared with the normal in 1896-97.

5, 6 and 7. Ordinarily the people of Jalaun district may be classed as fairly well-to-do; no section of the population could be described as being in exceptionally precarious circumstances.

The soils in the district can broadly be classed into *mâr*, *rakar*, *kabar*, and *pandua*. The first three can produce crops only when there is seasonable and timely rain. Excess of rain is as bad in the case of those soils as scanty rain. The principal means of irrigation in the district is the Betwa Canal, which did exceedingly good service in the years of famine. Some wells are used for irrigation purposes too, but the area served by them is comparatively insignificant. No *talabs*—and there are few of them—are used for irrigating fields.

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* The numbers refer to the questions drawn up by the Commission.

The district is an unusually depressed one. In the year of settlement, 1885-86, the crops were unusually good and the assessment was made on the basis of a bumper crop. Several successive years of bad crops followed, and, despite the reductions of *jama* made from time to time, the people did not get an opportunity of recovering completely from financial depression. There are few "*mufrid*" *mahals* in the district, and big village communities and "*bhayachars*" with limited means naturally felt the strain more than big taluqdars or zamindars would have done. The people generally are extremely ill-prepared to meet a year of scarcity, not to talk of famine. These remarks apply to almost the whole population of the district.

Sufficiency and economy of relief measures.

10 and 11. Fifteen per cent. of the population is too low a standard for the two Bundelkhand districts of Jalaun and Karwi sub-division of Banda of which I have experience. In Banda the percentage of people receiving relief rose as high as 42·3 per cent., and in Jalaun 34·8. The reason for this rise above the standard laid down by the Famine Commission is to be found in the poverty of the people of the two districts. In the best of times they cannot lay by a surplus, and so the least scarcity tells on them severely.

12 and 13. The percentage of population relieved was not larger than what was required to prevent loss of life and severe suffering. No people not in actual need of relief were relieved. As far as I could see, few cases deserving of relief were neglected.

15. The relief given was distinctly successful in saving life.

20. Women and children were subjected to the labour test in the two districts of which I have experience.

23. Considering the large areas comprised within the limits of a sub-division, which I take to mean a tahsil, in Kawri and Jalaun, I think one large work per sub-division would not be enough to afford relief to all the destitute people of the tahsil. In practice more works than one were wanted. At single works the numbers are apt to grow out of control, and insurmountable sanitary and executive difficulties are likely to present themselves. The supply of provisions, too, becomes a very serious matter. The majority of the relief workers resided at the works. Those whose villages were near the works went away to their homes at night.

The people most certainly disliked living at the works. They could not be so comfortable as at their homes and I think that their electing to remain at the works away from their homes was a fair test of their destitution. The average Indian's love of home is proverbial, and it is not ordinary want that will drive him away from it.

26. People came to works in large numbers in this famine. Severe want and the certainty of getting enough to keep body and soul together acted as the incentives.

27. Gratuitous relief was given by starting poor-houses, State kitchens, as well as by giving cash doles to people in villages.

28. I do not think the system of village relief led to any such abuses as are contemplated in the question. The supervision was too strict and thorough to allow of a too free grant of relief.

29. The distribution of gratuitous village relief has certainly saved lives and kept households together. It did certainly demoralize people to a certain extent and made them clamour for charity.

31. Indirect relief has been given in the shape of suspensions and remissions of revenue to a large extent. More than eight lakhs of rupees have been remitted in the district on account of the two famine years. Liberal *taqavi* grants under the two Acts, and special *taqavi* for sinking *kachcha* wells were given too. Irrigation fees for use of canal water for irrigating land preparatory to sowing were reduced.

32. The landowning class, specially of the type prevailing in this district, has suffered severely, and will take several years of good harvests to recover its former state of prosperity. The same can be said of the cultivating non-proprietary class.

With agricultural labourers the standard of well-being means sufficiency to eat, and that will no doubt be secured in any year in which the crops are fairly good.

The trading and artizan classes have suffered from the famine. It may safely be asserted that their prosperity depends upon the general prosperity of the district where they live. They will, I believe, not find much difficulty in recouping themselves with a few years of good harvests.

34. The existing arrangements are sufficient.

36, 37 and 38. The crop returns are fairly accurate as regards the area and kind of crops actually sown. *Patwaris* are generally apt to over-estimate the failing of germination, and to under-rate the condition of crops. Superior supervision can, and does in the majority of cases, secure fairly accurate returns.

The agricultural returns were after testing made the basis on which revenue remissions were, to a considerable extent, awarded.

39. The following measures of State relief come to my knowledge in the last famine :—

(1) large works under Public Works Department control, *e. g.*, roads, *talabs*, and breaking of stones ;

(2) village works, *e.g.*, digging of *talabs*, etc., under Civil control ;

(3) poor-houses ;

(4) State kitchens or *khichri khanas* for feeding little children, whose parents could not feed them ;

(5) cash doles to the destitute who could not work and remained at their houses, and to the poor of the better classes who could not do manual labour or go to relief works.

Little or no private relief was given, unless the large sums given by the Charitable Relief Fund are included under this head.

I supervised all village relief works in the three tahsils of the Karwi sub-division, had two large poor-houses in my charge and about 14 *khichri khanas*. I supervised the doles given in the villages of the sub-division. With the large relief works under Public Works Department agency I had not much to do; I visited them occasionally.

44. I found it more economical to take in the emaciated and helpless people into the poor-house and to keep them there till they gained condition. Then I used to draft them on to their villages and enter them on the village lists of relief if they were suitable objects.

This I found to be more economical than keeping large numbers in the poor-houses, where each man cost much more per day than was given out to him as a dole. Those that became fit for work after a temporary residence in the poor-house were sent off to the big relief works or village works as was most convenient.

Among the *Kols* and *Gonds* of the Karwi hills it was noticed that little children, though receiving daily doles, were persistently losing condition. On enquiry it was ascertained that the parents starved them and appropriated their doles. *Khichri khanas* were thus started, at which these little children were given two meals of *khichri* daily instead of cash doles. This measure worked admirably and saved many lives I have no doubt.

Village works.—In the Karwi sub-division these works served their purpose admirably. I have often seen whole families of Brahmans and Thakurs working at them. These would not ordinarily have gone to big relief works. In their own village and under the supervision of their own *lambardars* and *pattidars* they did not hesitate to work and earn enough to support themselves. Supervision was comparatively easy too. Rates were calculated beforehand, and pieces of land were marked out. When these were dug up to the prescribed depth, the quantity of work done and its money value could easily be calculated, and the money therefore paid to *pattidar* or *mukhia* in charge.

As reservoirs for storage of water and means of irrigation, these *talabs* were invaluable in the Karwi sub-division. Such tanks excavated in Jalaun are of no practical utility, as, owing to the porous nature of the soil, few of them hold water at the present day.

48. By the distressed people gratuitous relief at their own homes was for obvious reasons most appreciated. The next in the order of popularity were the village works. Big relief works under Public Works Department control came next, and the most unpopular, excepting in the case of the absolutely helpless, were the poor-houses, of which the inmates were kept in a sort of confinement.

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53. I think the roads in the Karwi sub-division and in Jalaun were so selected that they will be of permanent utility. The question of their utility hereafter depends on their being kept in efficient repair, which again depends on the money available for repairing them from year to year.

54. I have already answered this question in my note regarding question 44.

59. I have partly answered this question under question 44. I never found people that did not really need relief coming to work at these tanks simply because the work was near their homes.

60. Should a famine recur, I think many more village tanks could be taken in hand in the Karwi sub-division with advantage.

67. The Kain canal project is one deserving of consideration.

Gratuitous relief.

149. Yes.

150. I think that most of the people relieved at their homes gratuitously were either physically unfit for work or were prevented from going to the work by social or other similar considerations. They had no resources of any kind, and if they had relatives, the latter were unfortunately unable to support them.

151. In ordinary years such people can get work with their relatives or fellow villagers. They have little patches of cultivation of their own, and thus can scrape together enough to maintain themselves. In seasons of famine all these sources dry up, and they have to come to the State for support.

152. Recipients of gratuitous relief were mostly women and children, although I think there was a fair proportion of men among them too. The term *parda nashin* and its strict application can hardly be applied to the Bundelkhandi women generally. The observance of *parda* is not so strict in villages as it is in towns, and is even more lax in Bundelkhand villages than in those situate in other parts of the North-Western Provinces. Among the so-called *parda nashins* on the village relief lists in Karwi sub-division I should say there were hardly 2 per cent. of real *parda nashins*.

153. The number of people on the gratuitous village relief list must vary with the severity and stage of distress. The circumstances of different districts vary. For instance, in Banda and Jalaun more people would have to be relieved than in Meerut or Bareilly. It is difficult to fix a limit, but in the last famine, as far as I recollect, in Karwi the number went up to 15 per cent. of the population sometimes. In Jalaun, too, I believe the numbers went up to 8 per cent. at times.

154. I think so.

156. If the able-bodied relative refused to support his incapable relative, I would put the incapable one on the relief list. In times of famine sympathy and sense of moral obligations are naturally deadened to a great extent.

157. Most certainly: all sorts of people try to get on to the lists. In Karwi sub-division I often had people putting in petitions seeking enrolment in village relief lists. Careful supervision had to be exercised, in order to effectively exclude undeserving people from benefiting from this form of relief.

158. I think the organization at my disposal was strong enough to supervise the work thoroughly. The best test of the necessity of extending such relief to a person was his physical condition. Relatives, and even the *patwari* and *chaukidar*, could and did tell lies, but the physical condition of the seeker of relief always furnished an unerring test. I had, besides, to make frequent enquiries about the recipients of relief in the village from respectable people.

159. I do not think so.

160. No. It did not either in Karwi or Jalaun.

161. There is a tendency on the part of people to get their poor relatives put on to the gratuitous list.

162. Not in my experience.

164 and 165. Such kitchens would not be of any use to Brahmans, Thakurs, Kayasths, or any of the other remaining comparatively higher castes. The substitution of these for the other gratuitous relief would be depriving the majority of the people deserving of consideration of relief altogether.

166. A great many kitchens would be required. Supervision would be very difficult. The scheme seems impracticable.

167. In money. Sometimes when change could not be procured, on very rare occasions, I gave the money's equivalent in grain. Money is easier to carry about and distribute, and I prefer the cash dole to the grain.

168. The people of a village were paid in one place at a *chaupal* or some central place in the village itself *Parda nashins* were paid at their homes.

169. There were some malpractices certainly. Their number was very small when we consider the number of subordinates employed on the work and the large sums which passed through their hands. I have no doubt that some people paid bribes out of the dole in order to be taken on the lists. Such cases were few however.

170. Each village had to be inspected once a week by the circle officer. The naib tahsildar in charge patrolled the circles constantly, and the tahsildar and sub-divisional officer did the same. The village was taken as the unit in marking out circles.

171. To a very great extent *mukhias* and *zamindars* were given advances, which they paid out to the people. These payments were checked by the officers mentioned in the reply to question 170.

Poor-houses.

172. The populations of the two poor-houses in Karwi sub-division of which I had experience increased abnormally about the middle of the cold weather of 1896. The numbers were not so high afterwards, as the other relief organizations had then been perfected.

173. Mostly from the lower classes, although there were some people belonging to the higher castes too.

174. Yes. The pressure would have to be very high indeed before most of them would go to poor-houses.

176. When the poor-houses were first opened, the people admitted were generally very emaciated and weak. As relief organizations were developed, fewer such people came to the poor-houses and the mortality was considerably reduced. The unhealthy seasons of the year had their effect upon the inmates too, and consequently in the rains mortality was higher than in other months.

178. Both in 1896 and 1897 in Karwi the approach of famine was heralded by parties of people wandering about aimlessly with their few belongings on their heads. The famine in 1897, as far as I could judge, was very severe.

179. I have already answered this question when describing relief measures. The population was reduced weekly; all those fit to be drafted off to the works were sent there, and such as could be put on to village relief lists were sent to their villages.

180. The ration prescribed is sufficient. In the case of weakly and sick persons milk, soup, and other extras ordered by the Medical Officers were freely given. Children were given milk regularly under the doctors' orders.

182. No compulsion was used in sending people to poor-houses. No legal powers are required. In my experience people had to be driven away from the poor-house gates being unsuitable for admission, rather than driven into it.

183. Yes, women were made to spin cotton thread; men had to make ropes and do a little gardening. Considering the fact that the inmates were mostly unfit for work, much success did not attend these measures.

184. The inmates could not leave when they chose. The gates were watched. The voluntary departures and escapes were by no means numerous.

193 to 198. I have supplied all the information I had on these points in my note on *khichri khanas* a few pages back.

199. Advances were made as below:—

	1895-96.	1896-97.
	R	R
Act XII	38,062	69,679
Subsistence	55,383	71,082
Act XIX	29,000	41,490
Total . .	1,22,445	1,82,251

200. The advances given have been spent to a certain extent on the objects for which they were taken. Some

portions have in most cases been spent in self-support by the recipients. I believe this was unavoidable.

201. Yes.

202. The periods are laid down by law, owing to the peculiar circumstances prevailing, the time of realization is under consideration at present.

203. No advances were given for the purchase of food to my knowledge.

204. I do not approve of advances for the purchase of food alone. I take it that subsistence advances are intended to cover other expenses too besides the purchase of food.

205. Subsistence advances are recoverable, and the money laid out is recoverable. Money spent in the payment of wages does not come back. Advances will be found more economical I think.

206. Every cultivator may want to borrow, but it does not follow that he will get the advance. Discretion is exercised in giving the advances.

207. The remissions given in land revenue for the years of last famine come up to R8,31,899. The total suspensions for 1303 and 1304 *fasli* were R10,74,065.

208. The landholders will have to remit double the amount of *rent* for the remission granted to them. The law provides for this in the North-Western Provinces.

209. This remission has been of very great benefit to the landowners. They could not pay the remitted revenue from any income, and would have been sold up in most cases had they to pay it.

210. Yes, in most cases.

211. Yes, on four successive crops.

212. It does under the Rent Act. It should not I think.

213. Government has no power under the existing law of suspending rent in estates held free of revenue. The absence of this power has led to great hardship on the tenants.

214. Yes.

216. The Government reserve forests in the Karwi subdivision were opened out to the people for grazing, collection of grass, and edible fruit, roots, etc. The *mahua* and *chiraunji* and other produce helped the people living near the forests materially.

217. All that the people could reasonably take from the forests was taken, and nothing more was necessary

218. None to my knowledge.

219. *Mahua, chiraunji, tendu, aonla,* and other berries. Some roots and edible leaves.

242 and 243. I have stated before that wandering of large bodies was noticed at the commencement of the distress. When the relief organization was perfected, many wanderers were not noticed, excepting those that came into British territory from small border Native States.

These wanderers were relieved by police officers, also at poor-houses and by the village *mukhias* in charge of village relief, and sent on to the works if fit for work, or admitted to village relief or poor-houses, as seemed proper.

245. Wanderers from Native States were attracted to British territory because they hoped to get relief there.

246. No difference was made in the relief afforded. At intervals, when the Native States requested that their paupers should be sent to them, they were sent back.

247. They should be sent to the States from which they came if they can get suitable relief there.

273. Wheat, rice. *bajra, arhar, urd, juar,* gram, *makka, sawan,* and *kakun* are the grains ordinarily used in Banda and Jalaun.

274. The ordinary Indian has two meals a day. The meals generally consist of "*chapatti*" or "*roti*" and *dal,* or rice and *dal.* Sometimes vegetable curry is substituted for *dal.*

275 and 276. *Kasari* and *masur* were largely substituted for the ordinary grains in the last famine. *Kasari* was supposed to induce a sort of partial paralysis and was therefore unpopular.

278. Wheat, rice, gram, barley, *arhar, mung,* and *urd* were used in poor-houses, State kitchens, and at relief works.

279. Two meals a day were given in poor-houses and kitchens. These meals consisted of *roti* or rice and *dal* or vegetable. Water was the only drink allowed and is the Indian. The sick and delicate got milk and other extras under medical advice.

281. The diet given at poor-houses compares favourably with the ordinary jail diet.

282. The late high level of prices of grain was due to natural causes on the whole. Sometimes in tracts comparatively isolated grain-dealers banded together and controlled the prices, but this state of things was temporary.

283. The average price of food-grains has risen within the last 20 years. The rise has been greater, I think, in the case of wheat and oilseeds owing to export.

284. Grain dealers were exceedingly active, and large quantities of grain were exported into the distressed tracts. The income made by the Indian Midland Railway Company, which served Banda, Hamirpur, and Jalaun, proves this.

285. In the last famine customary food-grains were always procurable, though the prices were high.

286. Yes.

287. The distressed tracts imported grain in the famine and did not export any.

288. Importers of grain on a large scale, *arhatias,* who got a commission on the grain sold by them for large firms, and people who had laid in large stocks of grain before the famine came on made large profits.

289. Local grain pits and godowns were emptied out. Grain had to be imported to Karwi and Jalaun from all parts of India. For some time Rangoon rice was imported in large quantities.

290. In the Karwi sub-division, to which my personal observation was confined, some cultivators and landowners had small private stores of grain; these they partly sold at a profit and partly reserved for seed.

291. Yes.

292. Yes.

293 and 294. The habit of storing grain has diminished. Export is accountable for this to a great extent I think. Private trade was, I found, ready enough to import grain into distressed tracts.

295. In the Karwi sub-division, where villages are owned by large village communities, who are not generally better off than the ordinary cultivator, landholders came on to the relief works in large numbers, so did tenants and under-tenants.

296. Agricultural labourers, small artizans, and cultivators formed the bulk of the relief workers.

297. The inability of the distressed people to buy grain at the high prices was due to lack of money. All employments of labour, agricultural as well as non-agricultural, fell off.

298. No. There was no employment, and consequently labour was very cheap ordinarily.

299. Yes; for instance, the weavers have been ruined generally. Again, the towns of Kotra, Saiyidnagar, and Jagamanpur in Jalaun used to employ hundreds of people in printing cheap dress material for women. This trade is ruined now owing to the import of cheap cloth from across the seas.

303. I do not think that prices could have been lowered by any such bounties. I think it would have been a great mistake for the State to interfere with private trade in any way.

304. Bengali merchants and some local *arhatias* got Burma rice into Karwi. I never saw that rice in the North-Western Provinces before the present famine.

In conclusion, I venture to make two suggestions which are not in answer to any of the questions issued:—

(1) Some such provision should be made in law that when a tract is declared to be famine afflicted, sales of land situated therein, ancestral or otherwise, in execution of decrees should be held in abeyance till the famine is over.

(2) Officers of the Canal Department should be vested with some sort of discretion in giving out water free of charge to distressed tenants or for filling up reservoirs, etc., in times of famine.

(*President*).—How long have you been officiating Collector of Jalaun?—Since 10th November 1897.

You say in answer to questions Nos. 5, 6 and 7 that in the year of settlement 1885-86 the crops were unusually good

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and the assessment was made on the basis of a bumper crop. Do you mean to say that in your opinion the settlement was too heavy?—I most certainly think so. The experience of the past years justifies me in saying so.

Fifty or 60 years ago some Bundelkhand districts were ruined by over-assessment. It would be very unfortunate if that ever occurred again?—I believe that the mischief was done at the beginning. The assessment was made a long time ago in a year of bumper crops, as they stood then; subsequently there were several bad years and consequently the assessment proved too high.

You use a word *mufrid?*—Yes, it means owned by one proprietor.

With reference to your answers to questions Nos. 10 and 11, I understand you think that no percentage can be laid down, and that it all depends upon the wealth of the district?—Exactly; that is what I meant.

How many relief works had you in Karwi?—I cannot give you a list.

Were there many on village works. Were there tenants on them?—It depended upon the population of the village. If there were 1,000 people in the village, then perhaps 300 would be on works.

Who went to big Public Works Department works?—Kols and Chamars with their families and other people of the comparatively better class too. When smaller works were opened the better classes went to them. They would not have gone elsewhere for work as labourers.

When you opened small works did not low classes go to them from big works?—Payment was not so satisfactory to them, besides they would not employ big families; they said they were intended for the more respectable classes.

Do you think that could be made a regular part of the policy of famine relief, that is, having two sorts of works, big works with better pay for labouring classes and smaller works for cultivators and people of that class?—I should distinctly think so. I think village works did a lot of good, especially in the case of Brahmins and Chattries. I have seen whole families working on them.

I suppose a considerable number of cultivators went to big works, did't they?—I think so; cultivation did not afford them any work.

How did the cultivators who went to big works manage about their cattle?—There was great difficulty because fodder became scarce, the cattle in the north were sent away to the hills. They employed jungly people to look after their cattle; when water became scarce the cattle had to return.

Did many return?—For this reason they did. Had Government forests not been open' the mortality amongst cattle would have been immense. Butchers had then a good time of it.

Do you think there was any demoralization on big works in consequence of the people being away from their homes?—I am not prepared to give a definite opinion on that point. In Bundelkhand a decoction is made from the bark of the *semul* tree which is said to be a good medicine for certain diseases, the result of immorality. In big relief camps it was noticed that all the *semul* trees were denuded of their bark. In Bundelkhand morals are considered very lax by the inhabitants of other parts of the North-Western Provinces.

In your answer to question No. 26 you say nothing as to the greater liberality of terms which the question suggests as a reason. Do you think that the terms were more liberal?—I don't know the terms offered in former famines.

You say in your answer to question No. 28 that the supervision of village relief was too strict and thorough to allow of a too free grant of relief. We had the evidence of a gentleman from Cawnpore who said that he and his friends went about in villages giving relief. He said they found many cases which seemed to them to come under the definition laid down, and they could not see why they had been excluded from the Government relief lists. Do you think that all the people who should have been on the list were relieved in Karwi?—The difficulty was to keep undeserving people off the list. I think all who needed relief were on the list and also others who did not need it. In my case the difficulty was the other way.

In your answer to question No. 32 you say the land-owning class, specially of the type prevailing in this district, has suffered severely. I suppose you refer to *pattidars?*—Yes. In Jalaun and Karwi they are hardly landlords except in name.

Do you think they got into debt?—I don't think so. People would not advance money as there was no security. If a man had ornaments he sold them for a quarter of their value.

They did not get decent prices for them?—No. In Karwi the people wanted food and the bunnias, etc., made their own terms. I remember gold as low as R18 to the *tola*, The prevailing rates being from R26 to 28.

There was tightness of money too?—Yes, naturally.

With reference to your answer to question No. 44 was there not a special system of relief for Kols and Gonds in the Karwi hills?—No, it was the same system as was followed elsewhere. The supervision had to be more strict because the people wanted looking after. The only novel system was to feed their children. We found that they were misappropriating the doles and neglecting their children. The parents did not like it, but the children improved wonderfully.

Kols and Gonds only got village relief when unfit for work. As far as you saw did any besides Kols and Gonds starve their children?—I did not notice that with other castes, but if for instance there were two boys and two girls the boys would be better looked after than the girls. That, however, is an Indian failing.

What is the soil in Karwi?—Black-cotton soil, *már, kabar* and *rákar*.

What is the soil in Jalaun which you say is porous?—*Már*.

Is it all *már* in Jalaun?—No. There is *már, pandua* and *kabar*.

Can you answer question No. 71?—I cannot tell you exactly the absolute limit. I have known people to come from 30 to 40 miles in the Karwi Division, but the circumstances of that tract are exceptional.

And who live on works?—Yes.

Supposing you want people to come every day, what distance would they come?—As far as five miles from the works and go back. I have known them do that. I don't put these limits down as absolute.

Did the cold and discomfort attendant on residence on the works affect the health of the people?—I think it did to a certain extent. It is impossible to avoid it in the cold weather; naturally it must have affected them. A shower of rain was followed by an increase in the number of inmates in the poor-house; besides they were so weakened that they could not resist the inclemency of the weather.

Have you seen piece-work?—Yes, on our works we worked on that system. Little contracts were taken by families who got paid and divided the money among themselves.

Have you seen anything of piece-work on the Department of Public Works works?—I didn't see much of it.

You didn't see much of the Code task-work system, I suppose?—No.

Apart from that do you think that when there are men and women doing the same work, like carrying work, that they should have the same wage?—It is the recognized custom of the country that a man works more and so should be paid more.

Do you think he eats more?—In the majority of cases I suppose he does.

In settling the wage ration at what age would you draw the line between an adult and a child?—I should say at about 15.

At what age would you treat children as non-working?—Seven was the age taken on works.

Some think seven is too young. Some people would make the lowest working age 10?—Possibly my limit may be too low. I cannot give a definite answer.

Can you give a reply to questions Nos. 100 and 101?—I am not prepared to give a definite answer, because I didn't see the thing working. I heard people say it was not sufficient.

Are you prepared to answer question No. 102? Are you in favour of allowing all labourers to earn something in addition to the normal wage proposed in your reply to question No. 12 on the performance of a task in excess of the normal?—I suppose one of the objects is to get work done for the money due. I should think there is no harm in allowing that.

Are you in favour of paying a wage on Sundays, or one rest-day in seven, and if allowed, what condition as to previous attendance would you propose as entitling to a rest-day wage?—I certainly think rest was very necessary,

especially in the case of people not in an ordinary state of health, not to speak of those in an emaciated state.

Can you account for the great preponderance of women and children on the relief works when these exceeded two-thirds of the whole number?—I noticed that myself and made enquiries. I found that if, for instance, there was one man in a family he remained in the village and tried to do what work he could, but not having enough for the women and children they were sent to works.

Was his object partly to look after the house?—Yes, possibly. In Karwi it was a scramble for existence. Every child that could work was taken to works.

Can you give an answer to question No. 124?—I cannot undertake to give any answer. I have not studied the question, nor have I any practical experience.

In answer to question No. 158 you say the organization at your disposal was strong enough to supervise the work thoroughly. Can you describe what size the circle was?—At first we attempted to have kanungo circles as relief circles. We found this was too much. Then we cut one kanungo circle into two. In the hilly portions of Karwi and Mhow where villages are far apart and inspection difficult we cut one kanungo circle into four.

You say in the same answer that the physical condition of the seeker of relief always furnished an unerring test. Had these people very often let themselves get into that condition by simply staying at home?—No, I don't think it was done on purpose. It was the result of circumstances over which he had no control.

You say in answer to question No. 178 that both in 1896 and 1897 in Karwi the approach of famine was heralded by parties of people wandering about. In what month in 1896 did you begin to notice that?—About the end of the cold weather of 1895 or beginning of 1896.

You had nothing in the shape of relief centres or kitchens?—No. We had *khichri khanas* where children were fed.

When the monsoon rains begin it is necessary that relief works should be stopped. That comes at a time when peoples' resources are very low. Do you think it would be well to have relief kitchens in each Inspector's circle as well as village relief when works are closed?—My experience was that directly the rains came the people left works of themselves. They were not driven away. All the zemindars have some little reserve for the rains. I don't think it is necessary to have special kitchens. Then again I don't think that agricultural labourers will come to them; only beggars will come.

You think all get employment?—I think they can scrape together enough for their existence.

In answer to question No. 199 you put down subsistence advances as R55,383 in 1895-96 and R71,082 in 1896-97. In what shape are these?—In cash.

On what conditions?—The head of a community would ask for something to start himself and his tenants. The Assamis would require help; we let them arrange how they were to spend it.

With reference to your answers to questions Nos. 212 and 213, you are in favour of legislation?—I had special occasions of seeing the suffering that the want of this power entailed.

(*Mr. Holderness*).—When the rent is suspended, if the landlord ultimately sues the tenant, does he take interest?—No. It is permissive for the Court to allow interest. One or two cases came up but I didn't allow it.

In the bulk of cases no question of interest would be raised?—No.

(*President*).—With reference to your answer to question No. 219 what is *tendu*?—The ebony tree.

And *chiraunji*?—It is used as a *meva*. I don't know its scientific name.

Do you think the population in this district is increasing?—I don't know. It is very thinly populated.

With reference to your answer to questions Nos. 275 and 276, are *kasari* and *masur* cheaper than the staple grain?—Yes, doctors had to interdict the use of *kasari* because they thought it led to a sort of paralysis.

In regard to your answer to question No. 281, were there any complaints made by people in poor-houses about the food?—The complaint was that it was not enough, not as to the quality. The English idea is to give meals at certain intervals; the average Indian *ganvar* has two meals a day and he would sooner have one good feed in 24 hours than divide it into intervals. In some poor-houses they said "give us all you have to, either in the morning or in the evening".

In regard to your answer to question No. 283, do you think this average rise of prices in the last 20 years is a permanent rise?—I think it is.

You say in your answer to questions Nos. 293 and 294 that private trade was found ready enough to import grain into distressed tracts. Do you think the tightness of money interfered with trade in grain or tended to make grain dearer?—Trade was in the hands of people who had enough money; and they imported it for their own profit and made great profit too.

With reference to your reply to question No. 299, are these weavers that you say are ruined still sticking to weaving, or have they given it up?—They don't do it systematically now. They do a little weaving and supplement it by working in the fields. Where as a boy I remember seeing seven or eight looms, there is hardly one now.

Are there many weavers in Karwi?—Yes, Koris and Julahas.

Do they still do a little weaving?—Yes.

You didn't see weavers' relief applied anywhere?—No.

Do you think it might be applied anywhere?—I suppose there are weavers who would make a living out of it entirely; it might be applied there, but I have had no experience.

Do you remember any former famine?—I remember the famine of 1877.

Do you think there has been any change in the power of the different classes to resist destitution?—Not having studied the question I cannot say.

With regard to suggestion No. 1 made at the end of your note, as a matter of fact in this district much land was not sold during the famine, was it?—They attempted to sell it at the commencement, but when a bid was made at one-tenth of the value of the property the whole thing was dropped.

(*Mr. Holderness*).—Were these small Civil works laid out as required by the Local Government rules of the 13th January?—Yes.

Did you follow those instructions?—Yes.

How did you find them work?—We found they worked very well.

When you lent money to zemindars what were the terms?—If the zemindar was wealthy he returned a half and in some cases a third. In bad tracts we gave money away.

In cases where you didn't recover anything still you made a sort of contract with the Mukhia?—We made him enter into a sort of agreement.

In accordance with regulations?—Yes.

The rates laid down to be paid by zemindars are 6 pice for a man, 5 pice for a woman and 3 pice and 2 pice for children. Did you stipulate that?—The zemindars did not like to agree to these terms. They had their own measures, but I always decided on the cubical contents. Sometimes it was above their standard and sometimes below.

Although they were paid by the zemindars on a system of petty contract, did the labourers practically get the wage laid down in the Circular?—Yes.

These works must have been quite subsidiary to large works?—Yes.

You could not have dispensed with large works?—No. The two were absolutely independent of each other.

Who got up the projects for petty works?—I did under the control of the Collector.

As to Kols, did you find any difficulty in getting them to attend works?—You could not at first get an idea into their heads: when afterwards they saw that there was work and that they were paid for it they went.

Do you think there was exceptional mortality among the Kols?—It must have been large.

Did you see many cases of Kols and Gonds dying, presumably, from starvation?—Directly we got hold of the men we sent them off to poor-houses. Probably there were some cases which we overlooked, but everybody did his best to look out for such cases.

These were forest villages?—Yes.

Does that part of the country inhabited by Gonds and Kols show any signs of depopulation?—No.

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In the Karwi Sub-division were there any complaints of scarcity of labour as compared with others?—No.

I am talking of the time when the work had closed?—They took some time to return to their homes. That didn't last long.

You were in the district during the scarcity of 1896? Yes.

In 1896 you had no village relief?—We started it but not on a large scale. We didn't employ a special staff for it. The Naib Tahsildars were supposed to supervise it.

There was not much village relief in 1896. Do you think there should have been more?—Yes.

In 1896 when the rains broke relief works were practically closed, and at the time there was very little village relief; do you think the result of closing the works made the privation considerable among the people?—I think so. Had we had our present experience we would have made better provision than we did.

(*Dr. Richardson*).—You say in your answer to question No. 281 that the diet given at poor-houses compares favourably with the ordinary jail diet. How did you come to that conclusion?—I mean in regard to quality and variety.

In the poor-house he received less than a non-labouring prisoner?—Yes, but the non-labouring prisoner is in better condition and requires more food.

(*Mr. Bose*).—As regards your answer to question No. 199: besides the Agricultural Loans Act and the Land Improvement Act, did you have a third Act, which permits of loans for subsistance?—No.

(*Mr. Higham*).—In your reply to question No. 60 you say should a famine recur you think many more village tanks could be taken in hand in the Karwi Sub-division with advantage. What sort of tanks do you refer to?—Small tanks used as reservoirs for water-supply and irrigation.

You are not thinking of impounding reservoirs?—I think big reservoirs are useless.

You say in your answer to question No. 67 that the Kain Canal project is one deserving of consideration?—Yes, I believe it is under reference by Government.

Do you know anything about the Betwa Canal?—Yes.

Has it been of use?—Very great benefit.

Did people take water for black-soil?—Yes, but it does not do much good. On black-soil irrigation does not pay.

In a dry year does it?—Yes, to a certain extent.

There is some difficulty in irrigating it?—Yes, it is too porous.

Did that canal protect any large area?—The supply of water was not sufficient.

As regards the villages served by this canal, was there not field work for them?—Not enough for the whole. Village works were started in Jalaun.

A great deal of grain had to be carried a considerable distance from the railway to this district?—Yes.

Was there difficulty about carriage?—In Karwi it was taken by the owner himself.

Were large quantities of grain imported?—Yes, at a number of centres.

How did it go to villages?—The people took it away themselves.

Was there want of carriage?—No, the banias had their *tattoos*, and others carried their small purchases on their heads. There was no want of carriage.

Have any feeder lines of railway been proposed?—I don't know.

You said it was always the custom of the country to pay a man more than a woman. On all relief works the practice has been to give the diggers a task and to give them as many carriers as come. Some of these carriers are men and some women. Do you consider in that case the men should receive more than the women?—I should think so. They want more food.

If he eats more he is generally put on to digging?—Yes.

Supposing he is an old man or a boy, should he receive more than a woman?—I overlooked that in my answer.

Village works were carried out by piece-work. I suppose there was no difficulty about getting men?—No.

Who was the work carried out by?—Village headmen.

Did women and children come to work?—Yes, whole families.

Do you know if the proportion of men was higher than on relief works?—Yes, because the men remained at home and sent their women and children to relief works.

Under the relief work system every woman or child was taken on?—Yes.

Supposing relief works had been conducted on the piece-work principle, would that not have brought out more men?—I cannot say.

You have made a suggestion at the end of your evidence regarding the giving of water free of charge. In what part your district might that have been done?—The whole.

It is the general custom when crops fail to give a remission of rate?—It has not been done as a matter of course. My remark has reference to the Betwa Canal only.

Muhammad Ismail Magrabi.

11th Mar. 1898.

MUHAMMAD ISMAIL MAGRABI, Zemindar, Hamirpur, called in and examined.

I put in written answers to the Commission's questions.

Translation of answers.

*1. All the area and population of the district was affected by the famine.

2. The distress was due to failure of the rains and of the harvests, as also to the high prices of food-grains.

3. (*a*) In view of the whole season generally there had been about eight annas of rain, but as no rain fell at the end of the month of Kunwar, on which depend goodness and badness of the crops, so the estimate of rains was about one-fourth, as also that of the harvest, so much so that some food-grains did not grow at all.

(*b*) The prices of food-grains were much higher than in previous years. They were much higher than even those of past famines.

4. Before the failure of rains the area of this district was in bad case, and the preceding seasons too had been unfavourable.

5. The population of the affected area do not, even in normal seasons, enjoy a fair measure of material well-being. The condition of every section and class is the same.

6. Yes, the agriculture of this place wholly depends on rain.

7. The people of this district do not lay by any store (of food-grains) to save themselves from the famine. Of course banias and mahajans do keep stores of food-grains for trade purposes. But their number is so very small that they cannot be supposed to exceed a proportion of one per mille.

8. In my opinion the recent famine was ten times more severe than the previous ones.

9. At first the degree of distress and the extent of crop failure was not considered so much as it proved to be later on, and consequently relief works were taken in hand after some delay.

10. In my opinion it is not improper, in the case of well-to-do districts, to hold the proportion of persons on relief to be 15 per cent. of the population; but as regards Bundelkhand, the people whereof are generally poor, the percentage should be 40.

11. In my opinion the figures differ from the standard of the Famine Commission by something over 25 per cent.

12. In my opinion the relief given was not more than was necessary to prevent loss of life or severe suffering. No such persons were relieved as were not really in need of relief.

13. In my knowledge there was no case in which money was spent more than was necessary, *i.e.*, so much was not given to anybody as to be of support to any one else besides the recipient.

14. In my opinion there was no mismanagement in the relief works.

15. Judged by the mortality the village relief has been successful in its object. Although, in my opinion, there

* The numbers refer to the questions drawn up by the Commission.

was no greater proportion of deaths due solely to the famine, yet if the relief measures had been opened more early, then it was possible that the diseases due to exhaustion, etc., would not have broken out, and the number of deaths would have been still less.

16. In the course of operations there was some change made in the relief rules as regards the work and wages which resulted in a great reduction in the number of workers. I think this decrease to have been due solely to the changed rules. Consequent on that many weak and needy people who were really in need of relief went away. These latter could not withstand the least rigour of work, and this was the reason of all misfortune and trouble to them.

17. In my opinion we cannot properly trace any death that might have taken place because of this change in the relief measures, which had sent away from work many weak and needy persons.

18. In my opinion the principle of the Famine Commission has been reasonably observed in this district.

19. In this district every such person who could do any work was required to do the work before he got the relief.

20. In this district healthy children and women also were made to work.

21. The numbers of such persons as were relieved without having to do any work was 'comparatively small' both as regards the total population of the affected tract and the numbers relieved on works.

22. With regard to the labour test, the conditions of the task and wage have been such as to constitute a stringent test of necessity. The task was a full one, considered with reference to the working capacity of each person. No wage greater than a bare subsistence wage was given to any person.

23. The relief works have not been more numerous than that recognized in the underlying principle (of the Famine Commission). Workers from a distance resided on the work, those from the vicinity going home in the evening and again turning up in the morning. The people generally dislike residing on the work. They reside there only as a matter of necessity. It constitutes an effective and a fair test of need.

26. In my opinion the majority of the people resorting to relief works went there with eagerness because of the severity of the famine and not because they expected better wages there. The sudden advent of a large number of persons is probably due to the relief measures having been begun late. Although wages may have been less in the previous famines, yet, as the rate of food-grains during this famine was very high, the wages of this famine cannot be considered as higher than those in the former famines.

27. In this district relief was given either through the medium of poor-houses or by means of cash payment. Cooked food or doles of grain were not given.

28. In my opinion gratuitous home relief was strictly confined to persons who were in real want and who belonged to the classes specified in your Code.

29. Gratuitous home relief, though given more largely, was not given at an earlier date in this than in any former famine. This relief has been proved to be very useful and beneficial. It saved many lives and kept many villages and households together. This famine was much severer than the previous ones. The restlessness of the people has much increased, yet they were obliged to accept charity not because of want of a sense of honour but because of sheer necessity. Fellow-feeling and manly self-respect had not disappeared, but the people had become quite incapable of exercising any.

32. The net result of the famine has been thus that people of every class and community have spent away all their accumulated wealth. Every average zamindar, to the exclusion of a few rich zamindars who have been carrying on money-lending and trade, has disposed of all the ornaments and chattels of his house. The cultivators too have sold off dead cheap their cattle and household property to butchers, etc., at a time of great distress. It is hoped that the professional classes such as blacksmiths, carpenters, etc., and day-labourers will recover their former position by and by. But the poor zamindars and cultivators have been so much injured that their recovery, if not quite impossible, will yet be a matter of much difficulty and time. They further have lots of trouble on their heads and what with the current revenue and arrears of Government revenue; advances for subsistence and for providing seed and cattle, and what with the fact that the principal and interest of debts incurred by them from *mahajans* in previous years have yet to be paid in full, the poor zamindar is quite over head and ears in difficulty, the creditor *mahajans* looking for a good harvest to get the same sold in satisfaction of their own loans. Our zamindars do not yet enjoy any means whereby they could permanently secure their property from alienation. In short the net result of this famine is likely to be ruin and destruction to the poor zamindars above referred to.

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34. The arrangements existing for ascertaining and reporting failure of rainfall, etc., are sufficient.

35. In this district, if *patwaris* were not maintained, there is no reasonable means to obtain information as to the cultivated area and the conditions of the crops.

36. The crop returns can be relied upon as regards the area and kinds of crops actually sown, but they are not often reliable as regards the extent to which sowings have failed or the conditions of the crops.

38. In the late famine the relief arrangements were largely based on the agricultural information given by these returns.

39. Road-works and big tank-works were carried out through the agency of the Public Works Department. Digging out of small tanks and construction of wells through zamindars under the charge of the Collector. Relief to the weak through poor-houses. Relief to *parda nashin* ladies by means of suitable agency; to orphans and to blind and decrepit people through village circle officers (*Halqadars*). Relief to professional people and females by spinning cotton and weaving cloth, etc. Cloth was distributed to many needy persons. Besides these, at certain places private individuals too distributed grain, etc., by way of charity. In parts of the district committees have been formed and the people put in their mite of subscriptions which were distributed as charity through the Collector. Large amounts of money and cloth were sent to the district on behalf of the Charitable Relief Fund, and were distributed mostly to the cultivators and poor zamindars by way of assistance in buying seed and cattle; and cloth was distributed to poor men and women.

40. I am a resident of this district and a zamindar, a member of the Local Board and a Darbari. As the Local Board holds its sitting in this district once every month, all matters dealing with the district are laid before and fully discussed in the meeting when opinions and plans of action are determined upon. Besides this the spinning and weaving work as also the tank-work in Nauza Bairha (?), a large village, was in my hands. The greater part of my business is such that I often have occasion to go out, *e. g.*, to Banda and to Baoni (?) estate. Consequently I have witnessed many road-works. Being a member of the Local Board I have had occasion to look into the working of the poor-houses here. It is by all this means that I have acquired information on the above mentioned points.

41. In this district the work of spinning cotton was taken from females generally without regard of the fact as to there being of respectable families or not. Though section 124 of the Famine Code is limited to respectable and *parda nashin* females, yet experience shows that in this district there are many women of different castes and classes who would never like going to relief work even if they were otherwise to die of starvation. There were many advantages in extending the provisions of this section—

(1) The lives of those females and other children were saved who would never have resorted to relief works and as such would have probably perished.

(2) There was comparative benefit to Government, a fact that I would corroborate from the work done in my circle. That is to say, R1,879 were expended in this sort of relief and the produce in the shape of spun cotton and cloth realized when sold R1,556-14, which sum was paid back to Government. In this way it appears that the balance of R322-2 sustained 175 persons for full five months. This is the work done in my circle and similar work was done in other circles as well. It is thus evident what signal success has awaited on this (extension of the provisions of section 124). Accordingly in my opinion section 124, Famine Code, needs so far to

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be amended as to have the restrictions as regards respectable and *parda nashin* females left out.

44. In opening works on large tanks and roads they were proved to have been very useful with regard to relief of distress and saving of human life. But along with that the large collection of people gave rise to endemic diseases, while the people further suffered much from exposure. Government too had to incur a large expenditure in keeping up a large staff of supervisors, etc., and highly-paid superintendents and others thereon. From the standpoint of the labourers domestic affairs, it appears that they were greatly disturbed. A large number of cattle died because there was no one left to look after them, their owners having gone *en masse* on the relief work.

45. In this district the growth of *kans* has so far increased that very few villages are free from it. It is daily increasing and causing much injury to crops as also to the zamindars and cultivators. If during the famine the rooting out of *kans* too had been taken in hand in the same way as digging of tanks had been taken up, much benefit would have accrued in the following shapes :—

(1) The population of a village would have worked and resided in the village itself.

(2) There would have been no danger of diseases that are often apt to break out at places where there is a large concourse of people.

(3) The *kans* having been rooted out much good would have resulted both to the crops and agriculture, as also to the people.

(4) Had this work been entrusted to the zamindars, they would have supplemented the Government grant with their private mite as well.

(5) As, because of poverty, in this district the zamindars could not themselves have the *kans* rooted out, and as the cultivators are not so sanguine of bumper crops as to ask for *takavi* from Government for this work so that *kans* and forest lands are daily extending, thereby injuriously affecting all—from the cultivator to Government.

(6) As compared with other works Government will have to spend less on this, and there will be less trouble and annoyance in seeing to its management. Moreover, this work is far more useful than tank-work which is at present considered to be of the highest type of utility.

48. The different classes in distress as also the intelligent natives not themselves in need of relief have much approved of the digging of tanks in general and of the small tanks dug in villages under the management of the zamindars in particular; of the spinning of cotton and weaving of cloth; of providing secret relief to respectable females; and of the general distribution of clothing.

49. In the case of future famines in this district rooting out of *kans*, the spinning of cotton and the weaving of cloth generally, will, if introduced, be very useful.

53. The new roads constructed during the famine will, if not repaired frequently, become quite bad and will be closed.

57. In my opinion, with a view to provide relief, there is no other work more useful than the digging of tanks in villages :—

(1) It will be easy to provide means of sustenance to the residents of the village where the tank is under construction, as also of the neighbouring villages.

(2) They would further be saved from all the trouble due to exposure and bivouacing in the open *maidans*.

(3) They could be able to take proper care of their cattle because of their being in or near their village, and as such they would be saved from all the hardships attendant on the loss of their cattle during their absence.

(4) The Government too would be saved a deal of trouble and expense otherwise incurred in providing accommodation to and procuring pure drinking water for the camp of these labourers.

(5) There will be no danger left of any disease breaking out in large camps because of improper sanitation or the like.

(6) The greatest permanent benefit will be in the shape of plenty of water for the drinking and bathing purposes of man and cattle as also for irrigation, as I have myself seen at Buirha (?). Durga Singh, the *lambardar* of a *mahal*, irrigated his field from the tank constructed during the recent famine, and the crops of wheat, jau, sarson and lahi in his field were so good as to have beaten those on any other tract of the village lands. I trust that, learning from this experience, more fields will be irrigated from the tank water next year, and that, similarly, other villages too may see their way to irrigating their fields by force of example.

71. In my opinion, to induce people to attend relief works, the greatest distance, in cases where they return every night to their villages, ought to be four miles, and in cases where accommodation is provided on the relief works, 20 miles.

72. In my opinion it is not necessary to relieve any fairly able-bodied labourer who refuses to attend relief works at a distance of 20 miles from his home unless his refusal be due to some special reason.

73. It has been found out during the recent famine that even the most needy do not like to leave their homes and to resort to the poor-house, the general belief being that all such people would be sent *en masse* to some island. The majority of the needy who were really in want of relief did not like going to relief works even at a distance of ten miles from their village. When this was the state of affairs in their very pargana and district then it can never be expected that they would like being sent a hundred miles or more than a hundred miles away by rail or steamer.

74. In the late famine it was not the rule to reside on the works.

75. Residence on relief works was not a necessary condition of relief. Those who resided on the works did not go to their homes because of the distance.

76. In my opinion residence on the works should not be made obligatory, concentration of works will be a better inducement for them to reside from their homes. Residence being non-obligatory such persons do not come who do not require relief (*sic*). In my opinion a high task and a low wage are in themselves sufficient tests of an actual need of relief.

77. Yes the people very much dislike residing on the relief works. In my opinion had charitable relief not been distributed in the villages, very many deaths of such persons would have taken place as would never like resorting to relief works.

78. If famine were widespread in the province and more works be opened and so arranged as to allow the majority of the workers to return daily to their homes, I do not think the establishment will have to be increased. It has been seen that the number of the establishment is determined by the nature of the work and by the number of labourers resorting thereto. When works are opened at short distances, one officer-in-charge could supervise several works in the vicinity. Moreover, the zamindars too could assist in the matter and could also supervise the works.

79. In my opinion in the case of persons who go to their homes (every night) from the works at short distances, there is no necessity to make any reduction in their appointed task; it has been proved that such persons as nightly went to their homes came back early in the morning to be in time to do the full day's work.

80. About two to two-and-a-half rupees is the cost of constructing a hut capable of holding three or four labourers.

81. Working in the hot sun during the day and the cold of the night affected the health of the labourers, and they, fell victims to fever and dysentery, thereby increasing the percentage of mortality.

82. In cases of enforced residence it is necessary to provide blankets and bedding as well as to build small huts to shelter them from exposure in every season. Blankets are more necessary than bedding which could be sufficiently substituted by *kans* or *payal*.

83. The numbers of 'dependants' on the labourers was almost the same in both cases.

95. The diet-wage fixed in section 101, Famine Code, is considered to constitute proper and sufficient diet in Bundelkhand, *i.e.*, male 14 chataks and female 12 chataks.

96. The provisions of section 104 of the Famine Code as regards wages appear to be proper, *i.e.*, labourers should

ordinarily receive wages in cash except in special cases where food-grains have been stocked on behalf of Government, when wages may be given in 'kind.'

98. Twelve years.

99. If any person does less work through intentional malice (*shararat*) he should be paid accordingly, but if the work is much less (than the fixed work) then in that case so much wage should be given as would sufficiently procure the diet prescribed in section 102, Famine Code, *i.e.*, 9 chataks for males and 8 chataks for females.

100. They are necessary.

101. Though the number of relief workers on the D wage cannot be considered as considerable, yet all the persons had to do some work or other. In the case of weak labourers working in the open air and exposure to the inclemency of the weather for any length of time, their health and constitution suffered.

102. In my opinion, when labourers are fined for doing less work, they ought to be given a greater wage when they do increased work.

103. Whoever attends for the two previous days should be granted Sunday wage.

118. In my opinion naib tahsildars in the permanent staff (of good service) should be selected as officers-in-charge, instead of appointing perfect strangers to the work thereon, the latter course being erroneous and inexpedient. I have formed this opinion after considering all the points bearing on the matter. Such of the permanent naib tahsildars as are appointed officers-in-charge should be given increased pay, this work being much harder and of greater responsibility. It should be entrusted only to them who have acquired, through large experience of work and through long service, that administrative capability which has to be expected in such officers so as to safeguard against all sorts of (executive) risks (*khatra*) and to ensure honesty and conscientiousness, the latter being extremely necessary. On the contrary, while appointing a perfectly new man, who has till then done no service under Government, and is consequently quite innocent of any sort of experience derived therefrom, it could never be expected of him to be stable-minded and honest, nor could he be expected to acquire directly that executive ability which he needs to discharge his high duties with force of character and integrity. Sufficient evidence to this end has already reached the Collector of this district by way of complaints against some of these in charge. Again, the lower officials of the Public Works Department who have had no experience of executive matters, cannot make capable officers-in-charge, even regardless of the fact that it is very difficult to get at any large number of officials in this line.

119. When the work is being carried out by the agency of the Public Works Department, officers-in-charge should be placed under the direct orders of officers of that department.

120. The opinion of the common people as regards the lower officials of the Public Works Department is the same as represented in my answer to question No. 118. On that principle all the executive aspect of the works should be left to the officer-in-charge, executive civil (?). The Public Works Department officials should assist in and supervise his work.

121. In my opinion officers-in-charge of relief camps should be vested with magisterial powers to pass sentence of simple imprisonment up to one month and a fine up to R10. In case the offence deserves greater punishment, it will be committed to the higher officer-in-charge.

149. The greater portion of those receiving gratuitous relief belonged to the agricultural classes and their relatives, only a limited number of the whole belonging to persons of other professions.

150. Yes. I consider that all the persons in receipt of gratuitous relief were incapable of work on a relief work, and were without relatives bound and able to support them, and had no resources of any kind.

151. In ordinary times these people live on agriculture or on the assistance from their relatives. But as in the case of famine the helpers themselves are thrown upon Government for their own support those originally dependant on them are the first to be thrown upon the State for support.

152. Persons receiving gratuitous relief in their homes were mostly women and children. There were very few male, but theirs were very special cases. The number of *parda nashin* women was much less than that of the non-*parda nashin* class, the reason being that the custom of *parda* is not much prevalent in this part of the country.

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153. I think no such reliable estimate can be formed.

154. Yes, the fact of people not coming to relief works may be presumed to show that no great amount of gratuitous relief is not required, but only in such cases when relief works are numerous at short distances from each other.

155. Yes, this practice appears to be a true test of necessity.

156. Yes, such incapable persons who cannot work should be given gratuitous relief, as experience has shown that in times of such famines no relation cares to help his relations.

157. It may be presumed that gratuitous relief at home is very popular, and that apart from respectable persons, some of the common people too wish to get it who are not absolutely destitute or who are capable of labour on the relief works.

159. The successful administration of gratuitous relief at home does not require a (larger) staff of supervising officers in the superior grades than any other kind of relief.

160. At first such ideas had taken root in the minds of the people, but they ceased to exist as the famine became more and more severe and as the gratuitous relief came to be more and more acceptable.

161. Those who are habituated to do charity do not leave it simply because State gratuitous relief is opened. Experience has not shown that the opening out of gratuitous relief on behalf of the State dried up private charity. Any decline (in private charity) that did take place was due rather to the severity of the famine.

162. There were very few such persons who could have been employed on light work in their villages, because gratuitous relief was given only to those who were quite incapable.

163. It would be quite proper if such work could be done by helping zamindars to undertake the construction of weirs and tanks and the rooting out of *kans*. The zamindars could even supervise the work on adjacent roads and could further render help in other ways.

164 and 165. The system of opening central kitchens is against the custom of the people and being disliked by the people at large is objectionable. The ideas of the ignorant masses are injuriously affected and in the lower orders one has to give a feast to the whole of his brotherhood by way of penance, while the higher classes are likely to outcaste the offender.

166. In my opinion kitchens should not be opened except in special cases whether either the Mohammedan population is large or for the use of little children.

167. Gratuitous relief was given in the form of money and this is proper.

168. In the case of *parda nashin* and certain respectable persons the relief was given in their homes. The rule for the common people was that they repaired periodically to a central place and received the relief for a certain number of days.

169. As regards *patwaris* it has been shown that they obtained a good deal of money from the recipients of gratuitous relief. No one could give money from beforehand to get his name entered on the gratuitous list; it was a custom almost everywhere for *patwaris* to take a share of the money, etc., received by the recipients of gratuitous relief.

171. In this district private (? gratuitous) relief was distributed generally through the zamindars, etc., who undertook the work very gladly.

172. At first the number of men in poor-houses was small, because the common people, owing to their ignorance, apprehended that they would be sent to some island or other place or that they will be obliged to change their religion. For this reason many of those who suffered severely from starvation, would not assent to go to poor-houses. They did not like even to take food cooked at the poor-houses. But the Tahsil and Police officials gave much help in this work, and used their best endeavours in searching out starving persons and bringing them forcibly to the poor-houses. Thus the number of people (in poor-houses) increased rapidly and then continued up to the end.

173. All classes of people were inmates of poor-houses, for the Government officials seeing the extreme urgency of

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the case, sent persons to poor-houses without regard to nationality, caste or sect.

174. Persons of higher castes and respectable position did much object to resort to poor-houses. They did not go to poor-houses till they were forcibly sent there.

175. The people did not show less reluctance to go to poor-houses during the present famine than in the previous one.

178. From the personal appearance of persons coming to poor-houses and from inquiring about their circumstances it appeared that they were suffering very severely from the effect of famine.

180. If the poor-house ration be fixed according to article 101 of the Famine Code it would be sufficient.

182. Wanderers and beggars who refuse to go to relief works should certainly be sent to poor-houses; for this method tends to lessen the number of crimes. This method was acted upon in this district.

183. The work taken from inmates of poor-houses was of the following descriptions:—spinning, weaving, making earthen vessels, making bricks, building walls, etc. There was some degree of success in this and the persons did perform the work given them.

184. After admission the inmates were in no way compelled to remain in the poor-house. But after admission and partaking of food they did not try to go away. For they knew that any possible disturbance or impairment of their religious or social ideas or customs was already completed (by their taking food once). For this reason they did not escape from poor-houses.

185. It was considered desirable to open relief centres instead of giving gratuitous relief to people in their homes. This was probably considered desirable because it was thought that circle officers would find it easier to supervise such centres, and that the work of keeping accounts would be less difficult. It was also difficult to find in every village such trust worthy men as could be entrusted with this work.

186. Only such persons as were unable to work and go to relief works could be relieved by *kalgadars* (relief-centre officers). But those who could spin or weave were made to do such work. This work was done through relief-centre officers.

187. The number of persons relieved by relief-centre officers was not very large, and no epidemic disease appeared owing to collection of large numbers.

188. It is greatly desirable that relief centres be established, before the starting of village works or large relief works, for the support of these helpless people who are already in trouble and who suffer distress from the very earliest stage of famine.

189. In my opinion it was not necessary in the establishment of relief centres to wait for the completion of village works, nor was it necessary to have a large relief work started there some time previously; for the persons who receive help from relief centres have nothing to do with such works. Such persons would be those who are unable to work.

192. In this district many persons could be available for work in connection with relief centres, and those persons could discharge the work properly.

193. No kitchens for the supply of cooked food were established here.

194. In this district the establishment of relief kitchens does not appear to be desirable, except in certain special circumstances in which it is necessary to give food from kitchens.

198. It is desirable to give pice to dependants of relief workers. Money given to parents for the support of their children will be spent for the children's support only when the parents get enough food fully to satisfy their own hunger; otherwise they will spend the money in procuring food for themselves. Thus it is desirable to give cooked food to such children as are unable to work.

199. Advances were given by Government as follows:—

	R
Advances for land improvements to land-owners and cultivators . . .	23,565
Advances for seed-grain and bullocks .	28,536
Advances for feeding or subsistence .	80,286

200. A greater portion of the advances for land-improvements was spent on the objects for which they were granted. Only a small portion was spent by the recipients on their private needs.

201. The advances given for the purchase of seed-grain and bullocks proved very beneficial to the cultivating classes. If more money had been spent on this work more benefit must have accrued.

202. The following instalments have been fixed for the recovery of advances:—

Advances for seed-grain . . .	1st April 1898.
Advances for bullocks . . .	1st January and 1st May 1898, and 1st January and 1st May 1899.
Advances for subsistence . .	1st January and 1st May 1899.

The advances for land-improvements are recoverable in instalments in different ways, ranging from the minimum period of two years to the maximum period of ten years.

203. No advances were given to cultivators and land-owners in this district for the purchase of food. But advances for *khilvai* (feeding?) have been given; and these were given at the proper times, *i. e.*, from June to September 1896 and from June to September 1897.

204. Subsistence advances should be given to occupancy tenants, land-owners and such other cultivators as may apparently be expected to repay the loans. Attending relief works should not be fixed as a test (of distress) in the case of persons of high castes.

205. Relief by means of advances for subsistence rather than by sending on relief works would be more proper in the case of cultivators having cattle and land for cultivation, whether they belong to higher castes or are unwilling to go to relief works of their own accord.

206. In my opinion such advances should not be given generally to every cultivator. They should be given to cultivators who have large areas of land and large numbers of cattle, whose tenure is hereditary, and are *primâ facie* such cultivators as may be expected to repay the advances. In these circumstances Government will certainly have to give a large sum in the form of loans, and a large proportion of cultivators will become indebted. But the Government loans will not so injuriously affect or weigh hard upon the cultivators as loans given by money-lenders, because the latter lend money on 25 per cent. and 50 per cent. interest. In such circumstances of distress money-lenders force their debtors to renew such old debts as cease to be legally enforceable and make considerable additions to the original debt and further increase it by unfair calculation. The only thing that now remains to be considered is whether the Government will be able to realise the whole sum advanced. In my opinion Government will be able to realise a greater portion of it, and any portion remaining unrealised may possibly be compensated for by the interest realised. If even after this any portion remains unrealised, the loss to Government on this account will not be unjustifiable, because of the saving of expenditure which Government would otherwise incur be sending the cultivators to relief works for saving their life, and also because of the future benefit expected (from the advances). These advances are considered to be very valuable and beneficial, and similarly the withholding of these advances is considered to be very injurious, because the class whose profession has been that of cultivating land for many generations past will be reduced to the status of day-labourers. It will be impossible to afford subsistence to such a large class permanently by giving them work. The result will be that the men will either die of starvation or will get a living by violence and robbery, and in the latter case the public peace will be disturbed. And it is evident how that will affect Government revenue. Government should therefore, having regard to public welfare and financial advantages, sanction the giving of such advances with great liberality.

207. The amount of land-revenue suspended at present is R5,73,144, and remission of the said sum has also been recommended.

208. So far as I remember, whenever there has been occasion for such suspension or remission, the district officers have taken great care to prevent land-owners from illegally realising the amount suspended or remitted from the cultivator. During the famine of 1288 *fasli* Mr. Toke, the Collector and Magistrate, summoned the cultivators, land-owners and *patwáris* and made them clearly to understand (their respective duties) and enjoined them (to obey

his orders), at the same time getting the matter recorded in the *patwari's* diary. Even recently in 1302 *fasli*, when remissions were granted owing to hail, similar precautions were observed. No doubt it is possible for a merciless or tyrannical land-owner not to allow any cultivator to enjoy the benefit of this bounty of Government. I do not remember whether there is any law or rule to enable such a cultivator to get back the sum paid by him (as rent) from the land-owner by means of a suit. If there is no such rule, then it should certainly be made now. I think both land-owners and cultivators should equally enjoy the benefit of such suspensions and remissions.

209. I think such suspensions and remissions will be of immense advantage to land-owners and cultivators. It may be said that their enjoyable days of life will commence anew. In place of total despondency as to their prospects, they will now again hope for future prosperity. There will be full assurance of being saved from the toils of relief works and from the destructive snares of money-lenders' loans; and, if it please God, their days of weal will return once more.

210. The favours of Government towards land-owners and cultivators are so great, that it is their duty to pay up the suspended Government revenue without any pressure as soon as good crops are produced. But what can they do?—Seeing that the old burden of suspended revenue together with the current revenue, the advances for seed grain and bullocks, for subsistence and for land improvements and the money-lenders' loans of last year and previous years, are so heavy that in spite of two or three good seasons the people will hardly be able to remove that great burden from off their shoulders. For these reasons it cannot be expected that the suspended revenue can be realised without severity, and it is perhaps owing to this that the District Officer has recommended remission (of the suspended revenue).

211. If the suspended revenue be realised by instalments extending over several seasons, the (corresponding) rent should also be realised in the same manner from cultivators.

212. Suspended rent cannot carry interest, and no land-owner ought to take interest on such rent.

213. In my opinion when Government by suspending its revenue on revenue-paying estates directs the land-owners to suspend rent payable by cultivators, it is consistent with justice to direct the owners of revenue-free lands (*muáfidárs*) to suspend the rents payable by their tenants. It is necessary to take such powers.

214. In my opinion, in the case of land-owners cultivating their own land and having no cultivators (paying rent to them), when the crop is not more than a 4-anna one, which, as it is thought, will hardly be sufficient for the support of the land-owner himself, his dependants and his cattle, the revenue should be remitted instead of being suspended.

215. The revenue from stamps and registration did not increase from new loans and transfers of estates, because the money-lenders withheld their hands from lending money owing to famine. Still the interest on their old loans increased to such an extent as to become almost equal to the principal. The money-lenders of this place only lend money on exorbitant interest to land-owners and cultivators at the time of their greatest need when their honour or future welfare is in danger. Loans at such high rate of interest are often taken for the purpose of paying Government demands and for purchasing seed-grain and bullocks. In this district the harvests have not been satisfactory successively for the last five years, and for this reason the amount of old debts, both principal and interest, has considerably increased to an extent which, it is thought, will involve the borrowers in ruin.

220. Government gave over orphans of different castes and creeds to persons of their respective castes and creeds wishing to take them on ordinary conditions. Orphans who were not taken over by anyone were, as a matter of necessity, sent to the mission orphanage.

221. As to those famine-stricken orphans who have been sent to private orphanages and are supported by Government, I am of opinion that they should continue to be so supported till they reach the age of majority; for by the law of nature Government is the supporter of an orphan having no other supporter. If according to law there be no such head of expenditure in the Government treasury, then arrangements should be made for the support and education of such orphans by means of subscriptions. The managers of orphanages should be directed to have every orphan instructed in the work which seems most suited to him, and thus try to make every orphan a useful member of society by means of useful instruction, so that he may, when of full age, be able to earn his livelihood.

273. Wheat, gram, maize, rice and *arhar*. Rice and *arhar* being somewhat cheaper than other grain were used by the workers as far as possible. No preference is shown to any food-grain as food for winter or summer. It was seen that in this famine the rates of these food-grains were nearly the same. But *arhar* and maize could be had a little cheaper.

274. Ordinary labourers prefer taking a full meal once a day if possible rather than take two short meals only half-satisfying their hunger. There was no predilection as to any food-stuff; whatever was available (was eaten).

275. When famine-stricken people could not get ordinary food-grains to feed upon, they used as food the wild or bush plum (*zizyphus nummularia*), *chakaurá* (*Cassia tora*), *dhúnián*, *núnián* (*Portulaca oleracea*), *gokhru* (*Tribulus*), kankana (*Ipomœa muricata*), *getarva*, etc., etc., —*i.e.*, whichever of these was available according to the season of the year.

276. Famine-stricken people consider the wild or bush plum (*zizyphus nummularia*, and *dhúnián* which is the seed of a kind of grass, as more palatable and digestible among these unusual foods. During ordinary seasons also poor people use these things. Extreme hunger had altogether removed the sense of feeling and discrimination of taste from the famine-stricken people. Without any regard as to what thing was palatable or not palatable, difficult to digest or easily digestible, wholesome or injurious, they ate and filled their stomachs with whatever they got out of the things mentioned above.

277. In my opinion they had no cause for objection.

278. In the poor-house the inmates received mixed barley and gram or mixed wheat and gram so long as *juar* was not cheap. On relief works *arhar* and rice were used as food by the people generally.

279. In poor-houses weakly inmates and orphans received for food *dál* (pulse) and bread twice a day. Once a week they received pot-herbs instead of *dál* (pulse). Those who were very weak and debilitated received milk and rice or sago.

280. The complaint was that their hunger was not satisfied; they suggested that one (full) meal would perhaps better satisfy their hunger than two (short) meals per day. They had no other objection or complaint as to the mode of cooking or the quality of food-stuffs.

281. In the poor-house here the scale of diet was as follows:—

	Flour	Pulse.	Salt.	Ghi or oil.	Condiments.
For men	8 chtks.	1 ch.	¼ ch.	¼ ch.	¼ ch.
For women.	7 „	1 „	¼ „	¼ „	¼ „

Children received ⅔ or ½ or ¼ of adult male's diet according to their age.

Addenda to questions.

1. The whole area and population of the district was affected by famine.

77A. Yes, they do object.

113A. Yes, this would be proper.

113B. Yes, it is advisable.

113C. Yes. In my opinion it should be charged to famine relief.

282. The price of food-grains was reasonable, in proportion to the poorness of harvests.

283A. The difference was very slight and reasonable.

284. The fluctuations were slight; no material fluctuations occurred in prices; because through the agency of trading-people grain continued to be sent from places where it was (comparatively) cheap to places where it was dear.

303. None.

303A. None.

304. In my opinion the charge on the state would be heavy. Secondly, prices of food-grain would fall slightly. Apparently, it would appear, private trade will not be injuriously affected to any appreciable degree, as Govern-

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ment would limit its operations for the food-supply of the poor.

305. In my opinion such a thing did not take place. If perchance any one did so, his attempt must not have met with any signal success. Grain-dealers and money-lenders do try to raise prices, and their efforts have some effect. The mode of counteracting this seems to be to make a rule about this matter to the effect that the public at large (*i.e.*, the consumers) should first be allowed to purchase grain coming from outside, and then grain-dealers be permitted to purchase (what remains unsold).

(*The witness gave his evidence in the vernacular.*)

(*President*).—What district do you belong to?—I come from Hamirpur. I have a zemindari there.

What work was entrusted to you in connection with the famine?—I had a tank under my charge. I had 250 to 300 people on the tank-work.

What is the condition of the people now as compared with their condition before the famine?—They are now worse off.

What is the cause of this?—Crops have been bad for the last four years; further, the land revenue assessments are heavy and *kans* grass has extended over the district to a great extent. The people are much in debt. They have besides to repay the tacavi they got from the Government during the famine. What I have said above applies generally to the whole of the Hamirpur District.

Do you remember the famine of 1877?—Yes.

Of the two famines, that of 1877 and the late famine, which was the more acute?—The last famine was severer.

Was there greater loss of life in the late famine?—The mortality was greater in the late famine.

Was more relief given in the famine of 1877 than in the late famine?—No. Relief on a much more extensive scale was given during the recent famine.

And still you say the mortality was greater. How is this?—The relief works were begun somewhat late this time. The greater severity of the recent famine also partly accounts for the higher mortality.

What kinds of relief were most beneficial?—The village tank-works were very good and so was the gratuitous relief in the villages. This has done great good. No more gratuitous relief was given than was necessary.

Have you any remarks to make about the various kinds of relief works?—The intermediate system had some bad results. This was soon found out by the authorities and matters were then put right. The Collector had a conference with members of Local Boards and other gentlemen, and he came to know from them that the weakly people had to leave the works as they could not earn a living wage under the intermediate system.

Have you in your note of evidence in the vernacular just handed in dealt with any subject to which you wish to draw special attention?—(*a*) I wish to draw attention to the great good which the relief to spinners and weavers in their own craft has done. I was allowed R1,879 by Government for this kind of special relief, and I have shown how, at a small cost to Government, a comparatively large number of spinners and weavers were relieved by me by giving them work in their own profession. The articles turned out by them have all been sold at a small loss to Government. The details are all given in my note. (*b*) I also wish to point out that the digging of tanks was very beneficial. The cultivators who had to go to the large relief works were put to much inconvenience when they had to leave their homes and lands. They had to sell their cattle to butchers before they went to the works. They had to do this as they were in want of food. They had nothing to live upon, and so they went to the relief works with all its inconveniences. For such people the village works were a great boon. Then, again, the clearing of *kans* grass is a kind of work which will do a great deal of good in this district. The work is practicable. The *kans* must be taken out root and branch; even if a little is left behind, it will grow and spread. The work has to be continued year after year until everything is completely cleared out.

SETH RAM CHARAN, of Chigooni (Lalitpur), Jhansi, called in and examined.

Seth Ram Charan.

30th Mar. 1898.

I put in a written statement of evidence.

As to the extent and severity of the distress.

Jhansi district was one of the most affected parts of these provinces, and the distress was due chiefly to local failure of rains followed by abnormally high prices, which were much higher than those experienced in past famines. The preceding seasons had not been favourable, and hence this famine made the condition of the people very pitiable.

A very small portion of the population called the *mahajans* keep reserves, which they go on selling when they find high prices. In comparison to past famines experienced by this district this was the greatest, but owing to the help of the Government, its severity was not so felt as otherwise it would have been.

The condition of people now-a-days is quite different from that of 1879, and hence, as far as my knowledge of the population is concerned, the opinion of the Famine Commission of that year cannot be held as standard of judgment for this famine.

In my opinion proportion of the population relieved was not larger than was necessary. All who stood in need of relief were relieved, and the arrangements were very nicely carried out.

In the last famine those who were fit to work were made to do so, and those who were incapable of work were gratuitously helped or sent to poor-houses.

The workers generally resided on relief works, but this sort of residence was not liked by all. Gratuitous relief was given at poor-houses and in relief works by means of money and food. Gratuitous relief was given to those only who were really in need of it, and it was beneficially carried out.

As to the arrangements existing for ascertaining the imminence of scarcity.

The information we obtain from village *patwaris* can be relied on, as their workings are checked by higher authorities, and much of the arrangement depends upon it. The late famine was brought to light by the returns of the *patwaris* as well as by the condition of the people in general, owing to scarcity on failure of rains and having exhausted their resources.

A few well-to-do persons tried to relieve poor persons and the number of such charitable persons was very small and their care was confined chiefly to their neighbours.

I have personal experience of these measures, as I was often present at the poor-house built in my village.

The measures, in my opinion, adopted in the late famine were quite sufficient.

The roads constructed as relief works will be of permanent service if they are regularly repaired, and there is still ample scope for new roads in future.

To collect metals was good; they will be beneficially used in subsequent years. The tanks will be of much use to the cultivators of the villages where they are dug.

In ordinary tanks about seventy persons were employed, and the work was satisfactorily carried on. Some villages were supported by means of these tanks. In my opinion some more strict supervision was necessary to secure good work.

The number of village tanks has not been excessive; there can still be dug many tanks. If the rain fails, they can be of little use.

Construction and extension of canals and digging of wells for irrigating purposes can do much good to the agricultural classes.

As to large and small works, etc.

Persons who were living at a distance of about four miles liked to go back to their homes at night, but those whose homes were far off were obliged to take abode in accommodation provided for the purpose.

It can be practicable to withhold work from those who refused to work at relief works.

I would like to suggest conveying relief labourers long distances if they can be usefully employed there.

Residence at relief works was optional. Residence at relief works incidentally resulted, as the labourers had to walk a long way to their homes.

There are some respectable persons who like rather to starve than to reside on work at relief works.

In case of residence being enforced they were necessarily supplied with blankets.

Task work and piece work.

In low castes generally all persons, including wife and children, earn their living, and as men could get good wages elsewhere and women and children could not, the latter were compelled to come to relief works, and as the relief works were opened to help the poor, they must all be supported.

Bridges, roads, etc., can be well constructed by Public Works officers, and ponds, etc., by Civil authority.

In case of mismanagement and where Civil officers are required to maintain peace, etc., the Collector and Commissioner should exercise their power of control. Public Works men are the fit persons to take charge of a relief work. They also should look to all things connected with the well-being of men, but they should not be vested with magisterial powers.

Both sorts of men were taken into relief work. It is, however, desirable that new-comers should be taken on *chalan*, because some persons do not like to go to work and trouble others by doing mischief.

To form a charge the number of labourers should not exceed 100 and also should not be below 50.

Cooked food should be given in the poor-houses only. Gratuitously relieved persons generally belonged to the agricultural classes, who resided in rural areas.

Persons thus relieved were incapable of work and had no relatives or were not supported by them.

Such persons in ordinary years are supported by private charity, but in famine they cannot get so much.

It cannot be presumed, on finding a small number in relief work, that gratuitous relief should not be given, because there are persons who do not like to go to a relief work at all though they may starve.

It can certainly be a test of necessity if incapable persons accompany able-bodied relatives to relief works.

Incapable persons who have relatives, but they do not support them or cannot support them, must be supported by the State.

Gratuitous relief at home is very popular for obvious reasons.

Private charity continues at every time, whether State supports or not the incapable poor.

Low castes only like to take cooked food, but the higher classes do not like it.

Gratuitous relief in the shape of grain is preferable.

Poor-houses.

The number in the poor-houses was always large. The inmates were chiefly drawn from low castes. The persons of respectable classes objected to reside in poor-houses.

The coming of persons for admission into the poor-houses from great distances, as well as their physical condition, showed that they were very much troubled with distress.

When the famine was over, they were generally sent home.

The poor-house ration, as prescribed by the Famine Code is, in my opinion, sufficient. In case of the weak, dietary was varied. The management of the poor-houses was very nice, and no improvement can be suggested.

Legal powers are necessary to send wandering persons to the poor-houses, and it was also used in some places. No endeavour, in my opinion, was made to take work from the inmates of the poor-houses, as they were quite incapable of work. There was no compulsion to detain people in poor-houses. They were at liberty to leave when they chose. The cases of escapes or departures were not numerous.

To open relief centres was necessary because there grain could very easily be distributed.

Sometimes gatherings were large, but no epidemic diseases appeared. Voluntary unofficial agency was available, and sometimes to a large extent.

As to relief kitchens.

The destitute persons should be supplied with food at centres. Cooked food was generally given to those only who were recommended by the gang's headman.

When there were large gatherings in the kitchens, arrangement was made that at a time only one man was allowed to enter the list prepared for the purpose, and nothing was wasted.

It is preferable to give cooked food to the children because if instead of it, money may be given to their parents, they may utilize it in some other way.

As to loans to cultivators.

Money advanced for improvement of land was utilized for the purpose. The money which was advanced for seed and cattle was advantageously advanced, and some more advancement in the same direction would have been of much use.

Different periods varying from one to two years have been fixed for the recoupment of advances made. I am of opinion that advances should be made for food.

It is more advantageous to advance money to the cultivators than to offer them work and wages. In giving loans it must be borne in mind that only those men should get it who have landed property, and the rest should be induced to go to relief work.

Suspension of revenue was made for the time, which benefited tenants and *zamindars* alike.

As to orphans.

When the famine is over and the orphans cannot get support from private charity, they should be supported by the State.

As to mortality.

It has been due to a certain extent to scarcity, and in dry age nothing but scarcity can be the chief cause of so much mortality.

As to the pressure of population.

The population has continuously been increasing, except in the time of famine.

Ordinary food, etc.

In summer people generally eat wheat mixed with gram, and in winter *juar*, *bajra*, or other Indian corn.

They eat thrice a day, and their meals chiefly consist of bread and *dal*, and they drink water only.

The people here are vegetarians generally, and they eat whatever grain is procurable or fruits, etc.

They object to no grain when there is scarcity. In poor-houses and at relief works ordinary food was given.

In poor-houses they are generally fed only once and get only water to drink. There was never heard complaint about food-grains.

There is much similarity in food given at poor-houses and in jail.

Food stock and prices.

There was not much grain in stock, and hence the price was high, and if there was abundance in some part, the export made it sell there too with a high price.

Wheat is one of the greatest products of India, and well-to-do persons always eat wheat, and it is also carried to other countries, and hence the rise in the price of wheat.

As far as my knowledge is concerned, the price of food-grain was the same all over India.

The grain merchants showed much activity in trading. They all used to get on ordinary prices. The relief workers also could get on the same prices which were current for the time being.

No grain was exported from a distressed tract. The merchants could not make much profit in grain trade during famine.

Grain pits were opened for the most part and were depleted at the end of famine.

Whatever surplus grain the cultivators and landholders had they either sold it or gave it to others to take in good season with profit.

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As the grain was selling at a high price, they could not gather so much grain as they used to do for the same sum.

The wages of artizans, etc., did not increase, because there was little work to be done and the workers were too many. All the jewellery and brass pots, etc., were sold at a very low price, and they were all pressed by necessity to sell them.

All kinds of great traders imported Burma rice. Very little grain is imported from Burma in an ordinary year.

It would be of much advantage if the Government would take to bring food-grains from other countries during famine.

(*The witness gave his evidence in the vernacular.*)

(*President*).—Do you think people store less grain now-a-days than they used to do before?—Now they store less grain. The reasons are—

(1) Short crop outturns since some years past.

(2) Exports since the opening of the railway.

Just now there is not much export? There is some export from Cawnpur.

What is your opinion about the sufficiency or otherwise of the wages given to the workers at the relief works?—It is not quite enough, but just enough to enable the workers to keep body and soul together.

Did people who had resources go to the works?—Only such people went as had nothing to live upon.

Did the people before resorting to the works exhaust all their resources by selling what they had?—Those only went who had no property left.

Was any harm done to the morals of the people at the big relief works?—No. The arrangements to look after the people at the relief camps were good.

Have you any opinion to give about the utility of village works?—The village works did great good.

You have said in your note that there ought to be greater supervision over such works?—The village headmen who looked after these works should in their turn be looked after by Government officials.

What classes of people have you in view when you say in your note that they would not go to the relief works?—I refer to such people as Thakurs, Pandits, and such other people of high caste.

How do you account for the larger proportion of women as compared with men on relief works?—The men went to such private works as were available where they could earn better wages, and sent their women and children to the relief works. By private works I mean village works intended to improve their lands undertaken by comparatively well-to-do cultivators.

What do you think of gratuitous relief in villages?—This was an excellent form of relief. It relieved only the deserving.

Do you think all the deaths were reported during the late famine?—Yes. The members of Local Boards went from village to village and checked the work of the chowkidars.

Was there any death from starvation?—No, there was Government relief everywhere.

Why do you say the grain merchants did not make much profit?—Those who bought and sold at the current markets did not make large profits—not more than one anna in the rupee. But those who had old stocks made large profits.

Had many people such stocks?—In the Cawnpur District there were people who had stocks three years old. We had no such people in our district. The reason was that our crops were bad year after year since the last few years.

Are you a grain dealer?—No. I deal in ghee. My transactions are mainly with Bombay. I have sustained much loss owing to the plague. Trade with Bombay has during the past and the current year been dislocated owing to the prevalence of the plague.

PANDIT BHAWANI PRASAD PATTACK, of Jalaun, called in and examined.

Pandit Bhawani Prasad Pattack.

30th Mar. 1898.

(*The witness gave his evidence in the vernacular.*)

(*President*).—How do you compare the last famine with the preceding famine?—The last was a severer famine.

How do they compare as regards loss of human life and of cattle?—The loss under both these heads was greater in the last famine.

To what previous famines do you refer in your answers?—I refer to the famines of 1840 and 1877.

What form of relief did the greatest good?—All the various forms of relief did good. The Public Works Department road works proved most beneficial.

As compared with their condition now, were the people better off or worse off just before the last famine began to make itself felt?—They were better off before. I am only referring to the people of my own district. Their present condition is the result of a series of bad years. Before the last famine for about six years continuously the crops were bad owing either to locusts, scanty rainfall or rust brought about by unseasonable and excessive rainfall. The *kans* grass has extended much in the district within the last few years.

What work did you undertake for relief of distress caused by the famine?—In 1896 I had a tank made. I also assisted in distributing wages to the workers at the Government relief works. Also in the town of Orai I distributed doles to *parda nashin* women and respectable people in distress.

KOUR DARIAYO SING, of Jalaun, called in and examined.

Kour Dariayo Sing.

30th Mar. 1898.

(*The witness gave his evidence in the vernacular.*)

(*President*).—What is the condition of your clan (Rajputs)?—They were better off before than they are now.

Why is this?—The people used to get employment before. Now they do not to the same extent. They all now depend on agriculture.

What is the condition of the petty zemindars?—They are in a bad way. They are much in debt.

Were they in debt before or have they got into debt now owing to the famine?—Since the past 9 or 10 years the seasons have been more or less unsatisfactory, and so they have got into debt. The debt has now gone up owing to the late severe failure of crops.

Are the *pattis* being sold in execution of decrees?—Many mortgages and sales have taken place.

Have the people largely disposed of their jewels?—Yes. They have largely pawned their jewels, and when they had none left, they alienated their lands and raised money thereby for their needs.

Have they pawned or sold their jewels?—They have done both.

Can the Government assist these pattidars in any way?—The Government may lend them money. The settlement also is severe in this part, and relief can be given in this direction also.

At the Metcalfe Hall, Agra.

FORTY-SIXTH DAY.

Thursday, 31st March 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT).

SURGEON-COLONEL J. RICHARDSON.
MR. T. W. HOLDERNESS, C.S.I.
MR. T. HIGHAM, C.I.E.
RAI BAHADUR B. K. BOSE, C.I.E.
MR. H. J. MCINTOSH, *Secretary*.

MR. E. ROSE, Commissioner, Agra Division, called in and examined.

Mr. E. Rose.

31st Mar. 1898.

I put in written answers to the Commission's questions.

* 1. The whole of the Agra Division was more or less affected by scarcity; the only districts which were officially recognised as distressed were the Agra and Etawah districts, but there was also considerable distress in Muttra, and at one time the relief works in that district were upon a comparatively large scale; in the remaining three districts of the division—Etah, Mainpuri, and Farukhabad—the distress was at no time acute; test works were, however, opened and gratuitous and other relief was distributed. Roughly speaking, the area in the Agra Division which was affected to such an extent as to require relief works under the control of the Public Works Department, was 1,500 square miles, and the population affected was 500,000.

2. I would note in reply to this question that the "abnormally high prices" which prevailed between October 1896 and October 1897 were a consequence of the failure of the rains and the deficient harvests. The distress may be said to be due to the high prices, which were a consequence of harvest failure, and to the want of agricultural and other employment.

3. I would beg to refer to the provincial report and its appendices for full information in reply to this question.

4. Up to the time of the failure of the rains of 1896 the conditions had been by no means favourable. The years 1894 and 1895 had not been altogether good, but it has to be borne in mind that a very considerable area of the Agra Division is protected by canals. It was only in those portions of the division in which canal irrigation is absent, and irrigation from other sources limited, that the harvests prior to 1896 fell much below the average, and it was in those localities that distress was most acutely felt during the scarcity of 1896-97. I would instance the Mahaban and Sadabad tahsils of Muttra, the southern portions of the Agra district, and the portion of the Etawah district which lies between the Chambal and Doab rivers. There are of course many other localities to which the observation applies with equal force, but these are the portions of the division where more especially the harvests of previous years had been deficient and where, when distress manifested itself, it was most acutely felt.

5. There is always a stratum of the native population in every district of which it would be difficult to say that in normal circumstances it "enjoys a fair measure of material well-being." In normal circumstances this class obtains by labour or otherwise sufficient means to support life, but there is very little left when this essential object has been satisfied. I should scarcely designate such a class as having "a fair measure of material well-being." But the case is the same everywhere. There is, however, no "section of the population which from special causes is ordinarily in an unsatisfactory and precarious condition." In ordinary seasons all classes have, I should say, the means of living. At the same time the Agra Division is not one of the most prosperous portions of the Province. I do not think it would compare favourably with the Meerut and Rohilkhand Divisions. On the other hand, it has a larger share of material prosperity than the Allahabad Division has.

6. There are considerable tracts in every district which are especially dependent on timely and sufficient rain: the localities to which I have referred in my reply to question 4 may be instanced. On the other hand, this division is largely protected by canal and well irrigation.

7. It is not easy to answer this question. My opinion is that during the scarcity of 1896-97 the agricultural classes had everywhere larger reserves of grain than they were usually credited with. They certainly had larger reserves than the official enquiries upon the subject brought to light. But I doubt whether, generally speaking, these same classes had any considerable reserves of money. They had credit, which often serves the same purpose. The agricultural community seldom had any considerable reserves of money; the more prosperous cultivators have a certain quantity of jewellery, upon which money can be raised, but the fall in the price of silver has considerably diminished their resources in this respect.

8. I can only answer this question generally without referring to the history of the past famines which have visited the Agra Division. I have not the reports with me on tour. In the course of the past year I have frequently had occasion to compare the conditions and consequences of the distress of 1896-97 with those of previous famines, and the impression which has been conveyed to me, and which I believe to be correct, is that in no previous famine of which there is historical record were the conditions so likely to produce general distress as they were during the past year. Prices were far higher than they were at any time during the famine of 1877-78: there had been the failure partial or otherwise, but everywhere considerable, of two consecutive harvests: the previous seasons had been less favourable than in past famines they are recorded to have been before the appearance of distress, and yet the numbers employed on relief works and the numbers admitted into poor-houses were less than in 1877-78: there was never any panic: there were never any hungry crowds to whom relief could not be promptly given: there were no outbreaks of serious crime: and there was no starvation in the proper sense of the term. In these and in many other respects the administration in the late famine has been far more successful than that of the famines of earlier years.

9. I think that the extent of crop failure was always properly gauged. The village records and the scrutiny to which they were subjected placed the District Officer in possession of precise facts with reference to the area and crop under cultivation, and the character of the outturn was ascertained with fair accuracy. I am inclined, however, to think that the resources of the people were under-estimated: and that the agricultural classes had larger stores of grain than they were credited with. It is true that in some localities they did not pay their rents, but this did not diminish their capacity for bearing the strain imposed upon them: the cultivating classes are often very shrewd and intelligent, and when they saw the storm approaching they prepared to weather it. These remarks are only general in their character. There were many villages in which, for special reasons, a large portion of the population had to resort to relief works or to emigrate to more fortunate localities. The character or amount of relief provided was, in my opinion, in no way affected at any time by an under-estimate of the degree of distress. I do not think I am stating anything more than an absolute fact when I say that throughout the division relief measures were always adequate, and that if there were any deaths from starvation of which I had not knowledge (for no duly accredited case of starva-

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tion was ever reported to me), it was not due to the absence of the means of relief, but because they were not resorted to.

10. Speaking for the Agra Division, I should certainly think that the number of persons on relief in the worst months of a famine would not exceed 15 per cent. of the total population of the affected tract. It might be exceeded in particular localities, but I do not think that it would be exceeded generally. I interpret the term "affected tract" as the whole of the area subject to the influences of distress, although the degree of distress might vary. In certain portions of the Provinces the portion of the population to which it became necessary to give relief did during the late famine at times exceed, and considerably exceed, 15 per cent. of the population; but my reasons for considering that this proportion would never be exceeded in the Agra Division are that a very large area is protected by canals, and a still larger area is usually irrigated from wells. It is the lower classes of the urban population and the people living in tracts which are almost entirely dependant upon a timely rainfall who would first feel, and continue to feel more acutely than any other classes, the effects of scarcity and distress. I must again, however, refer to the expression "affected area." If that term be limited, in the Agra Division, to the localities in which harvests have failed—the demand for labour has ceased—and the people are entirely or almost entirely thrown upon the reserve resources which they happen to possess, then even in this division I think that the number of persons for whom relief would become necessary would exceed 15 per cent. During the late famine, for instance, in the Chambal-Jumna tract of the Etawah district certainly more than 15 per cent. of the people required and received relief. I have not the precise figures at hand to refer to, but I should say that the proportion was often 25 to 30 per cent.

11. This question has been answered to some extent in the reply given to question 10.

12. I do not think that in the Agra Division the proportion of the total population relieved was larger than was necessary to prevent loss of life and severe suffering, nor do I think that persons were relieved to any considerable extent who were not really in need of relief. I do not mean to say that in exceptional cases relief may not have been given where it was not deserved, but these cases were very few and they were due to the fraudulent proceedings of subordinate officials. In the distribution of gratuitous and charitable relief, where local knowledge of the circumstances of the people is essential, the superior officers must rely in a considerable measure upon the information they receive from the village accountant and the village zamindar. If these persons represent that relief is required where it is, as a matter of fact, unnecessary, it is difficult, if not impossible, for superior agency to at once detect the imposture: again, in the cities and larger towns, where charitable relief was periodically distributed, its actual distribution was necessarily left to the native members of the Committee, who did not always sufficiently exert themselves to ascertain the merits of each case brought to their notice and were not always free from local influences. Such cases as these must exist everywhere; their number was extremely small, and I merely mention them because I am not prepared to say that relief was *never* given when it was not required. It is a necessary concomitant of gratuitous and charitable relief and of the agency which must be used for its distribution that occasional cases will arise where relief is given to persons who are not actually in need of it; but the proportion of such cases to the total number of cases relieved is, under proper supervision, so extremely small that as a question of famine administration I doubt whether it requires special notice.

14. I am not prepared to admit that relief arrangements were defective, insufficient, or ill-adapted in any case. We had many difficulties to contend with, but they were overcome, and in no single district was there at any time reason to believe that the relief arrangements were either inadequate or superfluous.

15. I think I am quite justified in answering this question in the affirmative. I would invite attention to the diagram given for the Agra Division in Volume III of the Appendices to Government Resolution No. 2469, of the 23rd November 1897, which shows the mortality between September 1896 and September 1897 compared with the normal mortality of the ten previous years. Up to August 1897 the mortality was nowhere much higher than the normal mortality, and in some districts and at certain times it was below it. It is true that there was a considerable rise in the rate of mortality in September and October 1897. The necessity for relief had during these months become much less general, and all relief measures were closed in October 1897. I do not think that there is any direct connection between the high mortality of September to November 1897 and the distress of the previous year. It was due almost exclusively to fever. It was much higher in depressed localities than in other places, and, so far as I have been able to ascertain, it was quite as great among the classes who are commonly described as "well-to-do" as it was among the classes to which it would have been limited if it had been a consequence of the previous distress. The fat *bania* and the lean artizan were attacked indiscriminately, and the number of deaths was as high in localities which were protected by canals and where distress had at no time been acute, and where, in fact, the agricultural classes had benefited by high prices, as it was in places where the crops had failed, where relief measures had become necessary, and where the pinch of want had most been felt. I am unable therefore to attribute this rise in mortality to the scarcity and distress of the previous years.

16. In the Agra Division it was found that the introduction of the "Intermediate system" on relief works which is described at pages 89 to 91 of the Famine Resolution of the 23rd November 1897, and further illustrated at page 43, Volume III of the Appendices, and elsewhere, had the effect at the time of considerably reducing the number of persons employed on relief works previously administered under the ordinary provisions of the Famine Code. The rates of pay and the doles to dependants provided by the Famine Code are on too liberal a scale for districts where the pressure of distress is not general and acutely felt, and this was, I think, the case in the Agra Division when relief works were commenced. The task was not severe and the wages paid were liberal, but it was more especially the doles to dependants which attracted people to the works who would not otherwise have come to them. When the intermediate system was introduced, when work was paid for according to the quantity done without any minimum wage, and when all allowances to dependants were stopped, there was a considerable falling off in the number of applicants for relief. It is absolutely certain that this change of system had not the effect of excluding from relief persons really in need. It served to eliminate the needy and those who were willing to work from those who were not really in want, but who were attracted to the works by the easy conditions and the light task imposed upon them. When large classes of the people are unemployed and in want, when they have been reduced by insufficient food or by sickness, and when the worker is unable to perform an ordinary tale of work and to earn with the other members of his family sufficient for the maintenance of themselves and the dependants upon them who are incapable of work, then the regulations of the Famine Code may be suitably adopted; but where distress is not so general or acute, and where relief workers are, as a rule, in a fair condition and possessed of ordinary labour capacity, then the "Intermediate" system is undoubtedly more suitable; it restricts the influx upon the works of certain classes of the people who do not really require relief, and it ensures that the work done shall be the equivalent at the prescribed rates of the wage paid for it. The revised edition (1893) of the Famine Code for these Provinces adopts these principles, and distinguishes districts in which distress prevails as "observation districts," "scarcity districts," and "famine districts" (section 23). Departmental relief works are in scarcity districts regulated by the system which during the late famine was known as the "Intermediate" system; whereas in "famine" districts a minimum wage is provided, allowances are given for Sundays, and doles are given to dependants. During the year 1897-98, although in certain localities the distress was considerable and although two districts—Agra and Etawah—were officially recognised as distressed, I am doubtful whether, under the revised edition of the Code, any district of the Agra Division would have been declared a "famine district."

17. Certainly not in the Agra Division.

18. I think that it has since the "Intermediate" system has been introduced.

19. The test referred to was applied, and a reasonable amount of work was required from every person capable of working.

20. Yes. Women and children have chiefly been employed as "carriers," and they have been required to convey to the prescribed distance the quantity of earth the digging of which was the task of the "diggers" employed. Where the "lead was a long one," a corresponding increase was made in the number of carriers.

21. I think it may be said that the numbers receiving relief in this division to whom the labour test could not be applied has been "relatively small." I am preparing my replies to these questions at a long distance from my office, and I have not the necessary statistics to refer to. I wish, however, to make a reservation: there have been certain districts in the division (Mainpuri, Etah, and Farukhabad) in which distress has not been so acute and the want of employment so generally felt as to require relief works to be opened on any considerable scale. But in these districts it has been necessary to open poor-houses and to give gratuitous and charitable relief. The ordinary mendicant classes and the infirm poor had to be received into poor-houses; the customary sources of native charity had been in a great measure restricted, and the usual doles granted for the relief of local distress had been withdrawn; in the Farukhabad district more especially there was a large influx of paupers from Hardoi and other districts where the conditions were less favourable, and arrangements had necessarily to be made for their temporary relief. The *parda nashin* class of women had to receive charitable doles in these districts, and more especially was this the case in the large cities; in the villages, too, there were sections of the destitute poor who were unfit for labour and the proper subjects of charitable relief at their homes. To all these classes it became necessary to give gratuitous relief, although when relief works were opened for those who were capable of labour, the numbers resorting to them were comparatively insignificant. Although, therefore, the proportion of the poor gratuitously relieved should for a province and perhaps for a division be "comparatively small," yet there may be local conditions, such as those I have referred to, which make the test inapplicable. There may be adequate employment for the labour classes, but in a season of abnormally high prices there are certain sections of the community which are unfitted for labour and to whom it would be unsuitable and improper to apply the test, and to those classes it is necessary for the preservation of life that gratuitous relief should be given.

22. I would answer this question in the affirmative with special reference to the "Intermediate system." The wage has been more than a bare subsistence wage, as the task and the remuneration allowed for it were so regulated that by doing a fair day's work a working family could provide for the members of it unable to work. They can in fact *earn* the dole which under the Famine Code system (previous to its revision) was given to dependants.

23. The famine works in the Agra district have exceeded the proportion of one for each sub-division (or tahsil). This has arisen from the necessity of drafting workers from one work to another when the numbers became excessive, and the necessity was further increased by outbreaks of cholera, which were effectually dealt with in this way. With the exception of the works in the immediate vicinity of the Agra city, the workers have usually resided on the works. In the neighbourhood of the Agra city residence upon the works was for sanitary reasons discouraged, and as a large proportion of the workers were the city destitute poor, they were allowed to return to their homes at night. This was in every way most desirable. My impression is that residence upon a relief work is not, during the hot weather more especially, so much disliked by the people as it is conceived to be. It is, however, some test of necessity, but whether it should be enforced or not depends very much upon local circumstances.

24. The highest percentage upon the total population of persons relieved on works was as follows in the three districts in this division in which it was found necessary to open relief works:—

Agra	2·39
Etawah	1·97
Muttra	2·10

25. These proportions do not vary in any considerable degree from those recorded during the famine of 1877-78 except in Etawah, where the percentage was only ·13, but there was very little distress in that district during 1877-78.

26. I do not think that there is any clear evidence that the people have resorted to relief works at an earlier stage of distress than at previous famines. By the introduction of test works, by the constant observation of affected localities, and by the information which has been fully available at all times with reference to the condition of people, the authorities have, I think, been able to gauge the situation and to open relief works when distress obviously required them. I would, however, add that the policy has been steadily pursued of providing relief works before the labour classes were by insufficiency of food so reduced and incapacitated that they were unable to do the prescribed task or to earn an adequate wage. There is reason, I think, for the belief that relief works have been resorted to with greater eagerness than in previous famines. The organization has been better: the worker has felt sure that the performance of a certain task would mean the payment of a certain wage: and, generally, the arrangements made for food, shelter, and medical treatment in case of illness have probably made the relief works more attractive than they have heretofore been. On the other hand, the exaction of a certain task and payment in proportion to the work done have probably excluded the idlers, who would otherwise have applied for employment. These remarks apply more especially to works upon the "Intermediate" system. Under the Code rules which were in force when relief works were first started there can, I think, be little doubt that the payment of a minimum wage and Sunday allowance, with the great attraction of payment for dependants (which increased in an extraordinary degree the number of infants brought on to the works), did induce the people to resort to the works with greater eagerness than upon less liberal terms and with greater restrictions as to work and wage would probably have been the case.

27. Gratuitous relief was mainly given by means of doles of money to the destitute at their homes: poor-houses were opened for the *homeless* poor who were incapable of work, but no relief was given in the form of cooked food in kitchens.

28. I consider the risk referred to was effectually prevented. The rules issued by Government for village enquiries and supervision, the continual scrutiny of all village lists by "circle officers" and superior officials, and the aid given by village *panchayats* and landlords prevented relief being given, I think, with too free a hand. Committees were formed for the same purpose in the larger cities and under the general control of the District Officer and his staff. I am of opinion that everything was done to prevent relief being given where it was not deserved. As I have already said, there may have been exceptional instances in which relief of this character had been given to persons for whom it was not designed, but such instances have been, in my opinion, extremely few.

29. "Gratuitous home relief" has certainly been given more largely than at any former famine. To the best of my belief there was not during any previous famine any organized system of home relief. During the late famine there has not been a single village which has escaped scrutiny, and with every possible precaution to avoid fraud, such relief has reached those who required it. It has undoubtedly "saved lives and kept villages and households together." It has done more than any other form of famine relief to impress the people, to increase their confidence, and to secure their loyalty. It is referred to in the songs of the people, and it will long be remembered. Nor do I think that it has demoralized the people; there was always the danger that it might do this, but so far as I can ascertain it has not done so. What, however, I think, it has done is to create the impression that in a time of great need the Government will come to the rescue of the people. It has increased the confidence of the people in the ruling power, and created a firm belief in its generosity and goodwill. The obligation of mutual assistance is too deeply rooted in the character of the natives generally to be weakened by its temporary displacement; to a large portion of the people the duty is one which has a religious sanction attached to it.

30. I would beg to refer to the Famine Resolution and its appendices as giving full information upon these matters.

32. I have since the close of relief measures visited all parts of the Agra Division, and I am distinctly of opinion that the late famine has not only not permanently injured any classes of the people, but that the bountiful autumn and spring harvests (the latter, which is now approaching maturity, is the best I have seen for many years), the liberal remissions of revenue, the generous relief which was given to all who required it during the period of scarcity, and the advances which have been made for seed and cattle from the funds of the State and the gifts for the same purpose made by the Indian Famine Charitable Relief Fund have so strengthened the resources of the people that even now the traces which distress has left behind it are fast disappearing. I think I ought to say that they have already disappeared. I have everywhere met with the fullest appreciation of the

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Government relief measures, and even upon the part of landowners whose arrears of revenue have only been suspended and not remitted, there is no complaint of inability to discharge the debt, but a sense of lively gratitude for the consideration which has been shown to them. The sickness which prevailed during the autumn of 1897 has disappeared, and the casual visitors to this division can scarcely understand that it has so recently passed through a time of such scarcity and strain. The resources of the small landowner and the cultivator (where their crops entirely or largely failed) and of the artizan class have undoubtedly been diminished by the strain placed upon them. A good deal of jewellery has, I do not doubt, found its way to the pawnbroker, but the effect of the excellent harvests will be to restore these classes to their normal condition. The position of the ordinary agricultural labourer is as good as it has ever been. He has little to lose, and he has now what he most wants—a sufficient supply of food, full employment, and adequate wages.

33. I would beg to state in reply to this question that a revised edition of the Famine Code has been prepared since the close of famine relief measures, and that it appears to me to meet all requirements.

34. I consider the present arrangements sufficient.

35. Does not apply to these Provinces.

36. I think that the crop returns are fairly accurate, and that they give fairly precise information upon the points referred to.

37. I think so.

38. In a very considerable measure they were so based. The crop returns were sufficient to show the condition of each district generally and the special localities where the crops had largely failed and where distress was most likely to manifest itself.

39 to 49. With reference to these questions, I would beg to observe that the revised edition of the Famine Code (1898) indicates the various changes which the experience of the late famine has shown to be desirable, and the modifications of the former Code which during the progress of the famine were found to be necessary have been adopted as famine rules in the Revised Code.

I only attempt to answer these questions which do not more especially fall within the province of the officers of the Public Works Department.

53. I consider that all the roads, the construction of which was begun during the scarcity, will be of permanent service to the community, and action has already been taken under the instructions of Government for their effective maintenance. Where the raising of roads was not completed as a famine relief work, the additional work required will be carried out by the District Boards concerned from year to year. The district authorities do not at all intend that these works should fall into disrepair and be abandoned. Their maintenance, and where they are incomplete their completion, will receive the constant attention of the District Board. The works were well selected, they will be a great advantage to the districts in which they have been carried out and it would be a mistaken policy on the part of the District Boards, and they are fully conscious of the fact not to devote their available funds to their proper maintenance.

54. I think, so far as this division is concerned, the projects for road and other relief works are sufficient to meet the necessities of relief in a future period of scarcity similar to that through which we have passed or even one more intense in its severity.

57. There are very few localities in this division where village tanks can be constructed with permanent advantage.

70. I would beg to refer to the former and to the revised Codes upon the subject. The programme of works is fully kept up for each district, and plans and estimates for each work were in a sufficiently advanced state when distress appeared. There was never any difficulty in selecting and in at once commencing a work when it was required as a measure of relief.

71. When the distressed inhabitants of a village return to their homes every night, I do not think that the relief work should be at a greater distance than three miles; but when accommodation is provided on the relief works, distance becomes a secondary consideration. It is desirable, however, that the relief works should be within a moderate distance, or otherwise the distressed inhabitants of villages will, from insufficient knowledge or other reasons, remain at home and probably starve. I think the maximum distance should be 15 miles.

72. I think so. I have fixed the distances in my reply to question 71 in order to meet the case referred to.

73. I am scarcely prepared to give an answer to this question. I should have to make considerable reservations before I answered it in the affirmative. Perhaps I may be permitted to say that I should prefer to select a suitable work within a distance of from 15 to 20 miles to petty works of little use to any one or the conveyance of relief labourers by rail or steamer to a distance of 100 miles or more. Everything would, however, depend upon the degree of distress; it might become so acute that the opening of large public works would become necessary, and the conveyance of labourers from a distance of 100 miles or more would be necessary to ensure their proper relief. In such case there need, I think, be no hesitation whatever.

74. During the late scarcity residence upon the works has been usual, but near the Agra city it has been discouraged. On all works, however, there has usually been a considerable number of workers residing in the immediate neighbourhood who returned to their homes each night, and their relatives, friends, and acquaintances from a distance often shared their shelter. As a rule, an Indian labourer has no great difficulty in finding a friend among his caste fellows.

75. Residence has not been made a condition of relief; it has resulted incidently, as stated in the question.

76. I am not in favour of making residence obligatory; there are objections to it both on sanitary and moral grounds, and where a person is entitled to relief, I do not think that he should be debarred of the privilege of going to his home if he happens to live within a reasonable distance from the relief works. It is especially desirable that he should do so where he has dependants to provide for; it is better that they should not be brought to the works. I think that where work and wages are properly regulated, they are a sufficient test. But here, again, I would make a reservation. Where distress is very general and relief works are on a very large scale, and where allowances are given to dependants, I think that a modified condition of residence might be imposed. Residence might, I think, be made compulsory where the labourers resided at a distance of more than two miles from the works. There might otherwise be difficulties in supervision and control, delay in the formation of gangs, complaints with reference to the late payment of wages and so forth.

77. I do not think that residence upon the works is as generally distasteful as it is sometimes represented to be, but it is looked upon as a hardship where the labourer has ample time to go home at the close of his day's work.

78. I should very much doubt this. I have already said that in the case of acute and general distress and with very large works compulsory residence in the case of all labourers living more than two miles from the relief work might be necessary.

79. No reductions of the task were ever made on account of "distance," and no rules upon the subject were ever prescribed.

81. Not, I think, to any appreciable extent.

I have not read Mr Higham's note, and answers to those questions can, I think, be better given by officials of the Public Works Department than by me.

114. I think that the revised edition of the Famine Code, 1898, makes suitable provision in this respect.

115. I consider that the Collector and the Commissioner should in their respective spheres exercise complete powers of control in all matters which are not of a professional character.

116. I think that the revised edition of the Famine Code (1898) sufficiently defines the functions of the Collector and of the Executive Engineer respectively.

117. I think that the Collector might delegate his powers to such of his assistants as he might select, but the authority to commence or to close a work or to determine the localities in which "charges" should be employed, to fix tasks, or to change the rate of wages should not be delegated, and, generally, where reference could conveniently be previously made to the Collector, I would provide that such a reference should be made, and in other cases that the order passed should be made subject to the Collector's power to cancel or to modify it.

118. I think that the officer in charge of a relief work camp should be a naib tahsildar or an officer of similar standing upon the regular establishment of Government. It may not, however, be possible always to obtain officials of these grades.

119. I think that the revised Famine Code lays down the duties and functions of the naib tahsildar or officer in charge with sufficient precision, and it also determines his responsibilities and subordination. I do not think that any change in this respect is required.

120. I would here, again, beg to refer to the revised edition of the Famine Code as giving sufficiently precise information upon this point.

121. It depends entirely upon the size and character of the camps and upon the qualifications of the officers referred to whether such officer should be invested with magisterial powers or not. Where 5,000 workers are employed, it is desirable that there should be an officer present or in the immediate vicinity invested with the powers of a Magistrate of the 2nd class and authorised to impose sentences of whipping. In practice I do not think much difficulty is likely to arise in making suitable arrangements in this respect, unless the relief works are very numerous. There were, however, very few charge officers or even District Engineers whom I should in this division have been inclined to recommend for magisterial powers. There is, however, not often more than one large relief work in a tahsil (although necessity for more has sometimes arisen), and the tahsildar is usually within a short distance from the work; he ordinarily exercises magisterial powers of the 3rd class, but in the special case of a relief camp he might, as a rule, exercise higher powers with advantage. In this division the relief camps were most orderly and few offences were committed.

These questions are, I think, best answered by officers of the Public Works Department.

133. There were no complaints in this division that the opening of the relief works had affected the supply of labour to private employers.

138. There were several instances in which landholders carried out works for the relief of distress which they would possibly not have carried out at all or would have postponed but for the distress they wished to relieve. These works were not very numerous and they were on a limited scale, but there can be no doubt that they served to diminish the distress in the localities in which they were carried out.

139. A great deal was done by the Government during the past famine in utilizing the agency of private employers by granting loans on privileged terms. In this division the works so carried out were not numerous, but in other parts of the provinces much more was done in this direction than there arose necessity for here.

149. I should not say that the persons so relieved mainly belonged to the agricultural classes in rural areas. The agricultural classes throughout even a large portion of the affected area did not feel the high prices, the scarcity and the consequent distress to the same extent as other classes; to the same extent, for instance, as artizans, especially those of the weaving class and similar handicrafts. The class of agricultural labourers did of course suffer largely from the want of employment, but the actual cultivators in those tracts in which the crop only partially failed realized considerably more from their produce than they would have obtained in an ordinary year. To this extent the distress which affected the community generally was diminished in their case. I think therefore that I am correct in saying that the recipients of gratuitous and charitable relief did not mainly belong to the agricultural classes in rural areas, although the recipients were largely recruited from those classes. In comparison with the total population there was a larger proportion of the recipients of gratuitous relief in the cities and large towns, and these did not to any considerable extent belong to the agricultural classes.

150. With the reservation to which I have already referred, that in the use of subordinate agency there may have been a few, but only a few, instances in which fraud was practised, and that gratuitous relief may to this extent have been given where it was undeserved, I am of opinion that the persons relieved were incapable of work on a relief work or that they could not by reason of the custom of domestic privacy be reasonably required to work on a relief work; that they had not resources of their own; and that they had not relatives who were bound and able to support them. The rules which were issued by the Local Government, and which have been reproduced in Chapter VII of the Revised Famine Code of 1898, required the most careful scrutiny by official agency of all claims to relief, and local enquiries were made from the village landlords and their agents, the village headmen, and the respectable inhabitants, as well as from the village accountant and the village watchman. Although, therefore, as I have said, it is not improbable that here and there an instance may have occurred in which gratuitous relief was given where it was not really required, I think that upon the whole every precaution was used to ensure its reaching those who deserved it. In the cities and towns, committees were appointed to enquire into all cases in which gratuitous relief was necessary and upon the whole the duty was discharged with zeal and with care.

151. The persons who received relief from the State or from Charitable Funds during the famine of 1897-98 would in ordinary years receive it either from the sources of local charity or from relatives and friends upon whom they were dependent. In 1897-98 ordinary sources of local charity were in a large measure withdrawn: those who could in an ordinary year give assistance to the poor found it difficult, with the high prices and distress of 1897-98, to maintain themselves; those, moreover, who in ordinary years could, although sometimes with difficulty, spare sufficient for the maintenance of those members of their families who were unable to maintain themselves, found it quite impossible to do this with the strain upon their scanty resources which they had to face in 1897-98.

152. The recipients of gratuitous relief were chiefly women and children. The widow with a young family and with no friends able to assist her was often and deservedly the object of relief. I regret that I cannot now give precise statistics, but in the cities more especially the recipients of relief belonged in a large measure to the *parda nashin* class.

153. I think that a reliable estimate can be made of the number of persons in a given tract who will require gratuitous relief at their homes during an acute famine. It would probably be easier to frame such an estimate for a rural than for an urban area. There can, however, be no doubt of the fact that the numbers will vary considerably with the severity and stage of the distress.

154. I do not think that the numbers on relief works indicate in any way the necessity for gratuitous relief. Gratuitous relief is given to those who are unable to work and who have not relatives and friends bound and able to support them. I have already referred in my reply to question 21 to the necessity which arose in the Farukhabad, Mainpuri, and Etah districts of giving gratuitous relief both in cities and villages, but there were no relief works which were resorted to, except in numbers which were comparatively insignificant. The two classes of relief—relief upon relief works and gratuitous relief—are so entirely distinct in their objects that I much doubt whether any safe inference can be drawn as to the necessity of one class of relief from the number of persons receiving the other class of relief.

155. I do not consider that the dependants of able-bodied workers should be required to accompany the latter to the relief works. I think it is desirable that, as far as possible, the incapable poor should be relieved at their homes. A difficulty might arise under the "Intermediate" system. The able-bodied workers are supposed to earn sufficient under that system for the maintenance of themselves and the support of their "dependants." It might happen that the latter would receive gratuitous relief at their homes instead of receiving it from the workers upon whom they were dependent, but if the precautions are taken which are prescribed in Chapter VII of the Revised Famine Code and which were directed during the late famine in the form of special instructions, there seems to be no reason for anticipating that gratuitous relief would be undeservedly given.

156. If the able-bodied relative declined to go to the relief work, he would presumably have other employment or resources. If he had, I did not think that his "dependants" should receive relief. If he were able to support his dependants, he ought, I think, to be required to do so. The question would simply be one of his ability to maintain himself and his "dependants." If the able-bodied worker preferred to starve or to eke out in some way a scanty subsistence for himself, I do not think that his "dependants" should suffer, and I should be inclined to give them gratuitous relief on the lowest scale. The danger would be that the able-bodied worker would share such relief, but that is a contingency which it is difficult to guard against and the risk would have to be run. Perhaps the best way would be to send the "dependants" to a poor-house, but this could not always be done.

157. Undoubtedly gratuitous relief was a most popular measure during the late famine, and it was undoubtedly

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sought for by persons who did not deserve it, but effectual measures were taken to exclude the latter.

158. I would answer this question in the affirmative. I repeat that I do not claim that the system was so perfect as to exclude all possibilities of fraud and imposture, but precautions were taken to prevent the distribution of this relief to persons who did not require it. The precautions were prescribed by Government by a special order, and they have been reproduced in Chapter VII of the Revised Famine Code.

159. No: I do not think that the successful administration of gratuitous relief requires a larger staff of supervising officers in the superior grades than any other kind of relief. When the lists have once been framed and properly scrutinized, it is not difficult to revise and amend them. The agency of respectable landowners can be largely employed in the distribution of this kind of relief: they will not rob the poor, and they will, as a rule, do much to ensure that gratuitous relief is properly distributed.

160. It depends upon the class of the recipient. It does undoubtedly place a social or caste stigma on certain recipients. Instances came to light in which the doles were refused or returned. The respectable native does not wish to live on charity if he can possibly help it. When the grants for the purchase of seed and cattle were made from the Indian Famine Charitable Relief Fund, there were cases in which they were declined and the proposed recipient preferred a repayable advance from Government. This spirit of independence was a satisfactory feature in the administration of relief. But when distress is acute and when the pinch of hunger is felt, I do not think much consideration is given to social and caste prejudices: the dole is gladly taken, and its repetition is eagerly sought for.

161. Yes; but the tendency to cast the obligation upon the State only continues so long as private and village charity is restricted by the pressure of scanty resources. I do not think it is at all a permanent tendency.

162. Not to any appreciable extent, I think.

164, 165 and 166. We had no State kitchens in the Agra Division.

167. In the form of money. I think it is desirable that such relief should be given in the form of money.

168. It was given at the actual homes of the people.

169. This is a point which I have referred to more than once in my answers to previous questions. The malversation of patwaris and subordinates did not manifest itself so much in connection with gratuitous relief as it did in the preparation of the lists of persons who were deserving recipients of the bounty of the Charitable Relief Fund in the grants made for the purchase of cattle. Three or four patwaris were dismissed, but there was not sufficient evidence for their criminal prosecution.

170 and 171. I have given partial replies to these questions already. In practice the agency employed was that to which reference is made in Chapter VII of the Revised Famine Code. In rural areas the patwari and chaukidar, the landholders and their agents, the kanungo or circle officer, the tahsildar, and the sub-divisional officer were all employed either in the preparation or the scrutiny of the lists. In the large cities the ward members of the municipalities and other native gentlemen of influence and position were employed in the preparation of the lists, and the distribution of relief under the general control of the District Officer and his assistants.

172. The population of the poor-houses was never at any time abnormally large, and it was everywhere very much smaller than during the famine of 1877-78.

173. The principal inmates were the lame and the blind, the old and the infirm.

174. Persons of the better classes or of respectable position did not enter the poor-houses, and, in my opinion, no degree of pressure would induce them to go. The principle upon which relief was distributed was that the incapable poor who had homes of their own and were deserving of relief should receive such relief at their homes, and that the homeless poor should receive relief in poor-houses.

175. No, I do not think that there was any decreased reluctance to go to poor-houses during the late famine, nor was there likely to be.

176. It was high at times, but I regret that I cannot give precise figures. It was necessarily high; the inmates of the poor-houses were drawn from the weakest and least healthy classes of the community, and they were often suffering from fever and dysentry at the time of their admission.

177. In the Farukhabad district there was a very large influx of wandering poor from Hardoi and other districts in Oudh. They formed more than one-half of the poor-house population. In Agra and Muttra there were considerable numbers of paupers who had wandered from the conterminous Native States.

178. I do not think that any safe deduction as to the severity of the famine in the Agra Division could be made from the physical condition of the persons who entered the poor-houses. Many of them came from other districts and from Native States, and large numbers of them simply represented the mendicant class in their permanently emaciated condition with the infirmities and deformities which attract the sympathy of the charitable. The cultivating classes were not largely represented. The weaving classes and inferior handicraftsmen were proportionately more numerous: they were a weakly set, who, if they had been sent on to relief works, would probably have died there. Much was done by official and private agency to provide employment for the large communities of weavers in the Agra city and district, but employment could not be provided for all.

179. Measures were systematically taken for drafting to works or to their homes (if they had them) the inmates of the poor-houses. The principle acted upon was that the poor-houses were for the poor who were incapable of working and who had not homes to which they could be sent and there receive gratuitous relief. The working of this principle involved the constant drafting off of the inmates. Admission was given to all destitute poor: if they were fit for work, they were sent to the nearest relief works; if they had homes to go to, they were sent to them; if they had friends to receive and provide for them, they were consigned to their friends; if they were friendless, they were brought on the gratuitous relief lists.

180. I think the dieting is sufficient, but representations were made at times (by other persons than the inmates) that it was inadequate. It was varied under medical supervision in the case of weak and sickly persons.

181. I think that the Revised Code is all that is required in these respects.

182. I am not sure that legal powers are necessary. What was done in the Agra city was to compel all beggars and wanderers to go to the poor-house with the choice of being proceeded against under the Municipal Bye-laws if they refused to go. As a matter of fact, many of the mendicant class successfully evaded the action of the authorities. They formed no insignificant portion of the recipients of the daily doles distributed by the Church Mission and other charitable agencies.

183. Yes; they were employed on spinning, rope-making, and basket-making, but the success was very limited.

184. There can be no doubt of the fact that many of the inmates of poor-houses would have preferred a mendicant life outside: they did not like restraint upon their liberty—the mendicant classes never do: to have allowed them to leave the poor-houses would often have meant death from starvation. The escapes were somewhat numerous. Every precaution was taken by the superior authorities to ensure that no person was detained against his will in a poor-house who had any reasonable prospect of support if he or she were allowed to leave it. The compulsion exercised in other cases simply amounted to a restraint upon liberty in order to preserve life.

185 to 198. There were no relief centres in the Agra Division, nor were there any relief kitchens.

199. The Government advances made in this division between the 1st October 1896 and the 30th September 1897 were as follows:—

	£
For the construction of *kachcha* wells . . .	1,49,051
For other land improvements	17,333
For seed-grain and cattle	1,66,815
TOTAL .	3,33,199

200. As a rule, I think that the advances have been used for the purposes for which they were given. The primary object of the advances made for the construction of temporary (*kachcha*) wells was not so much the employment of labour as the provision of the means of irrigation.

201. Where advances are made for cattle and seed and where they are utilized for the purposes for which they are granted, they constitute a real benefit to the cultivating classes. They are advances made at a moderate rate of interest, and they save the needy agriculturist from the exorbitant interest the rural money-lender demands. More money could undoubtedly have been advantageously spent in this way: there is scarcely any assignable limit to the extent to which these advances could be made with advantage to the cultivating classes, but it is impossible that the State should undertake to make them.

202. In the case of advances for temporary wells and for seed and cattle the usual period within which they have been made repayable has been two years. In the case of more extensive land improvements the term varies from five to ten years.

203. No advances have been given to landowners and cultivators for the purchase of food.

204. I agree with the principle of making such advances to landowners and to the better class of cultivators. The small cultivator has little security to give, and there is no reason why he should not go to a relief work. The general principle upon which such advances should be made is the joint responsibility of the village or *mahal* or *patti* and, it may be added, of the brotherhood or of a sufficient number of the landowners or tenants to make the ultimate recovery of the advance practicable and easy.

205. I think that in the end it would be more economical.

206. The difficulty in making such advances is that the demands upon the resources of the State would be enormous. It does not, however, follow that there would be greater indebtedness among the cultivators than there would be if such advances were not made. Assuming that the advances are absolutely required, and bearing in mind that landowners and cultivators require food if they are to live, it is not easy to see why a loan granted by the State (as such loans are granted) without interest should increase indebtedness more than a loan at an exorbitant rate of interest made by the local *bania* or some other person. The difficulty would lie not only in the provision of the necessary funds, but also in ensuring that loans were only granted to enable the landowner and the cultivator to obtain the necessary means of subsistence.

207. The total amount of land revenue suspended in the Agra Division was R6,08,936. Of this amount, R2,08,511 have been remitted, and the balance will be collected by instalments extending over the next two years.

208. In the case of remissions their grant has been made conditional upon the production by the landowner to the Collector of a schedule showing the names of the tenants, the year for which the remission has been given, and the amount of rent remitted. The rent so remitted must in the aggregate amount to double the amount of the revenue remitted. Section 23, Act XII of 1881, authorizes this procedure.

209. Undoubtedly: the relief thus given to the landowning and cultivating interests has been very great and has been very much appreciated.

210. I think that the amount which has been suspended, but not remitted, will be recovered with ease. It will be realized by four half-yearly instalments, commencing with May 1898. I shall not be surprised to find that in many instances the whole of the arrear is voluntarily discharged before that time.

211. An answer to the first part of this question has already been given. As to the second part of it, no precise instructions have yet been issued, but it is difficult to ensure the suspension of rent in due proportion to the amount of revenue suspended. With remissions it is an easy matter, but if schedules of suspensions were required, the landowner might reasonably object that these suspensions were only obligatory upon the assumption that the whole remaining arrears of rent were at once realized. It is very unlikely that such would be the case.

212. Under the Rent Law an arrear of rent is liable to interest at the rate of 1 per cent. per mensem (section 34, Act XII of 1881). A suspended rent demand is an arrear, and is, therefore, liable to interest. I am not prepared, without further consideration of the question, to say whether it ought to bear interest.

213. The Government has not power to direct the suspension of rent on estates held revenue-free in any case. I am doubtful how far the Government ought to have such a power. The question is one which requires great consideration and a much more extended discussion than it is possible for me to incorporate in these brief notes.

214. I do not quite grasp the object of proposing immediate remission instead of suspension in the case referred to. Suspension is very often a preliminary step to remission, but when the suspension is proposed, the precise and exhaustive enquiry has not always been made which should precede a proposal to remit. If such an enquiry had been made, and if it established that the "crop was only sufficient to feed and clothe the owners and their dependants and cattle," I should see no objection to immediate remission, but I fail to see any great advantage in it. When the demand is suspended, no application should in any circumstances be made for its discharge, and a tahsildar disobeying the injunction should receive the punishment he deserves.

215. I regret that I am without sufficient information to give a reply to this question.

216 to 219. There are no forests in this division.

220. If the parents or relatives of orphans cannot be traced, they should, I think, be made over, if possible, to some respectable person of the class or creed to which they belong upon certain conditions as to the production of the orphan to the authorities whenever required before he or she attains majority: if no such persons can be found, then the orphan, if a Hindu, should be made over to a Hindu orphanage or, if a Muhammadan, to a Muhammadan orphanage upon the same conditions. If these resources are not available, then the child should be sent upon the same conditions to a Christian orphanage. This is the principle which has been acted upon during the late famine, in order to avoid the suspicion of any attempt to proselytize.

221. I do not think so. I do not think that it is one of the duties of the Government of India to provide from State funds for the maintenance of orphans at any time when famine relief has ceased. The same course would be necessary for the support of all persons who had received relief while famine continued and were thereafter without any ostensible means of subsistence. It may be admitted that if the orphanages refused to maintain the children without a contribution from Government and no other means were available for their maintenance, the State would have to contribute to their support; but if this necessity were to present itself on a large scale, it would involve fresh taxation in the form of a poor law. The contingency has, however, not arisen, nor is it likely to arise.

227. Such shops as those referred to might be useful, but they afford the opportunity for many abuses and in my opinion it is better not to attempt relief in this form.

228. Such shops are not likely to interfere with private trade to any appreciable extent, but I doubt whether in practice it would be found possible to limit their benefits to a selected number of persons. That is precisely where abuses creep in.

230. It depends upon the form of the relief to which reference is made. If grants for the purchase of seed and cattle are referred to, it is not of much use to make them if distress is at its height just before the commencement of the agricultural season and there is no prospect of its early cessation. The money would be devoted to other purposes, and it is better to continue the grant of gratuitous relief until there is a prospect that with the subsidence of distress agricultural operations will be shortly resumed.

232. Where an agriculturist is in a position to give the necessary security for an advance from Government (*taqavi*), I do not think that he should receive help from a charitable fund; but I would not lay down any absolute rule upon the subject; it is the exigencies of the particular case which should determine whether charitable aid should be given or not, even where a Government grant might possibly be obtained.

242. Starving wanderers were received on relief works if they were able to work; and if they were not able to work, they were sent to poor-houses. The numbers were considerable at one time: they came for the most part from the Native States, and in the Farukhabad district from Hardoi and other trans-Ganges districts. The cause of their presence was the cause which always comes into operation whenever famine is imminent or has declared itself—the desire to search elsewhere for more favourable conditions.

243. I am not sure that any extension of relief works or relief measures will prevent wandering, and in the case of those classes of the people who customarily migrate from place to place restraint would have to be used to prevent it.

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244. I do not think that the death-rate of any district was sensibly affected by deaths among wanderers in poor-houses or on relief works. Our numbers were not large enough to produce such an effect.

245. I have given an answer to this question in my answer to question 242.

246. No difference was made in the treatment of wanderers whether they came from other districts or from Native States.

247. What was done in this division was, as soon as the distress became somewhat less acute, to communicate with the Political Agent or Resident of the Native State from which the wanderers came, and to make arrangements for their return to their homes whether they were employed on relief works or received relief in poor-houses. Where the wanderers came from other districts and were employed on works, they were not interfered with; but when they were the inmates of poor-houses, they were usually sent to their homes in communication with the District Officer concerned. I am doubtful whether it is desirable to deport wanderers when distress is really acute; there are many objections to it, and the possibility of disseminating disease is not the least of them.

255. In this division I am doubtful whether there was a single case in which death was directly due to starvation. Whenever the police reported that a death or a suicide was probably due to hunger,—and such reports were extremely few,—a further enquiry was made, and I cannot recall an instance in which it was established that death or suicide was directly due to starvation. In one instance, where a mother had drowned herself in a well with her infant child, it was reported that she had done so because the relief work upon which she had been employed was closed; it was found, when further enquiry was made under my directions, that the statement was untrue, and that her suicide was due to her husband's desertion, and that she was not at the time in want. In another case in another district it was reported that a woman had been driven to suicide by hunger; but when further enquiry was made, it was ascertained that her husband was a town chaukidar and he had driven his wife to desperation by his ill-treatment. I do not go so far as to pledge myself that there were no deaths directly due to starvation; but if such deaths did occur, the means of relief were not absent. In this connection I take the opportunity of referring to a pamphlet entitled *A Brief Account of the Famine of 1897 in the North-Western Provinces of India, with the Report on the St. John's College Fund, Agra,* which has been published by the Rev. J. P. Haythornthwaite, of the Church Missionary Society, at Agra. Mr. Haythornthwaite writes at page 8 of his pamphlet: "From the months of March to October over 30 deaths occurred amongst those whose names were registered by me. Of these, only 2 who were sent to the hospital are officially known as having died in Agra. The others were homeless strangers whose only residence in Agra was in a ditch or under a tree by the roadside, and when they died of weakness and starvation, too far exhausted from chronic privation to be able to revive even when food was at hand, their lean and shrunken bodies were cast into the Jumna with scant ceremony and the formality of a visit to a registrar was omitted;" and further on, "Nine of the unrecorded deaths which occurred in connection with the St. John's College feeding station were registered by me as being due to starvation, but it was impossible to declare in each case that no food had been eaten for three days previous to death." Mr. Haythornthwaite is on leave in England, and it is impossible to obtain from him the further information in connection with these cases which it is desirable to obtain. I have the highest appreciation of the services which Mr. Haythornthwaite has rendered during the recent famine, of his self-sacrifice, and of his honesty of purpose, but I feel sure that in this case, and in other portions of his pamphlet, where, for instance on page 7, he refers to "two villages in the Agra district," from which it is alleged many people emigrated during the stress of famine and few returned, he has been misinformed. He has been equally misinformed when on the same page he says that "hungry crowds or famishing families from distant villages arrived in the towns to find very frequently that the relief works were unable to employ more, and the poor-houses were overflowing." No one who applied for labour at a relief work was ever refused it if fit for labour. It is true that for sanitary reasons it was found necessary to limit the numbers employed upon the relief works in the neighbourhood of the Agra Cantonment, but the applicants for employment, when the limit was reached, were drafted to works at a short distance from the Agra city. I am not aware of a single instance in the division in which assistance was ever refused at a poorhouse or in which the accommodation was not amply sufficient for a larger number of inmates than there were at any time receiving relief in them. Mr. Haythornthwaite is, moreover, misinformed when he states that out of the thirty deaths which he registered as those of "homeless strangers," only two were registered by the authorities. If Mr. Haythornthwaite were here, I should ask him for a list of the names in order to ascertain precisely how far the deaths he refers to were registered: but when Mr. Haythornthwaite refers to "the formality of a visit to a registrar," he is obviously unacquainted with the system of municipal registration. I have no reason to suppose that the municipal authorities neglected their duty in this respect. Mr. Haythornthwaite did not, it seems, refer to the authorities in order to verify his statement that the deaths had not been registered. When Mr. Haythornthwaite refers to these cases as those of "homeless strangers, whose only residence in Agra was in a ditch or under a tree by the roadside," and when he states that they died of "weakness and starvation," he is perhaps not aware of the fact that the police had instructions to convey all mendicants to the poor-house; that their action in this respect caused a great outcry upon the part of the mendicant class; that they were forcibly taken to the poor-house and made their escape either on the way or when they had become inmates; and that they objected to detention upon the ground that they received more and lived better upon what they termed the "Padri's dole" and the gifts of the charitable than they obtained in the poor-house. These were the classes from which—and I speak from personal observation—the majority of the recipients of relief from the St. John's College Fund were drawn. That there should have been considerable mortality among them is in no way a matter for surprise. I saw them frequently: many of them were in the last stage of senile decay; many of them were evidently suffering from chronic disease; many of them were ordinary mendicants from the Agra city; many more came from a distance because they heard of the charitable gifts of the Missionary Society: and to speak of them as "homeless strangers," whose only residence in Agra was "in a ditch or under a tree by the roadside," is merely to apply to them a description which would be a correct one at all times. Relief would have been given to them at the poor-house if they would have consented to stay there. They preferred to receive at a fixed time the doles of the Mission, and then to betake themselves to some other source of private charity. I am not referring especially to the distribution of aid by the Church Mission, but I think that the generous charity of private persons and of associations was at times indiscriminate and not always wise.

256. A sufficient reply has been given to this question in my answer to 255.

259-272, 282-287, 290 and 298. I regret that, owing to the other demands on my time, I have been unable to prepare answers to these questions.

(*President*).—How long have you been Commissioner of the Agra Division?—For three years, with an interval of five months.

(*Mr. Holderness*).—You say in your answer to question No. 5 that "the Agra Division is not one of the most prosperous portions of the Province. I do not think it would compare favourably with the Meerut and Rohilkhand Divisions. On the other hand it has a larger share of material prosperity than the Allahabad Division has". Did you form that opinion from your own knowledge of the Allahabad Division?—From my knowledge of Bundelkhand. I was there eight years.

You were in Azamgarh?—Yes.

How does Azamgarh compare with this Division generally?—I should say that every district here is more prosperous than Azamgarh, taking into consideration the over-population of Azamgarh.

In answer to question No. 7 you say the more prosperous cultivators have a certain quantity of jewellery upon which money can be raised. Do you know whether jewellery was sold or pledged to any extent?—I know it was pledged, I cannot say to what extent. I cannot say if it was sold. I presume it must have been.

Did any facts come to your notice that the prices of jewellery were very low?—I cannot point to any precise facts. I know that complaint was general that the price of jewellery was much lower in consequence of the depreciation of silver.

Were brass vessels sold to any extent?—I do not think it was done to any great extent. There may have been isolated cases, but it was not general.

Have agricultural cattle been sold to any great extent?—Registration returns regarding the sale of cattle show that the sales were much more considerable during the past year than previously, but at the same time registration has been made more effective during the past year. The number of impounded cattle sold was much larger than in any previous year, the fact being that owners who had worthless cattle turned them adrift all through the division.

Mr. Sheridan, Executive Engineer, in paragraphs 60 and 61 of his report (pages 109 and 110 of Volume III), says that there was difficulty in getting fodder, and as a result plough bullocks which would have cost from R30 to R35 prior to October or November 1896 were selling in May and June 1897 for R15 or R16. Do the facts given here correspond with your opinion?—No, I do not think so. I do not think they fell in price to that extent.

Was there much loss of cattle?—Comparatively little: many more were slaughtered than in ordinary years on account of the demand of the flesh-eating population; many of the cattle sold in pounds were comparatively worthless for agricultural purposes. I never heard of good cattle being sold for slaughter.

In reply to question No. 9 you say that you think the resources of the people were under-estimated?—Yes, I think so distinctly.

Did many well-to-do agriculturists keep large stocks of grain?—Yes, large stocks were kept more especially by *zemindars*.

Were these stocks considerable at the beginning of the scarcity?—It is impossible to estimate. I know their stocks were more considerable than the official returns show.

You attempted to get a return?—Yes.

In the same paragraph you say that no duly accredited case of deaths from starvation was ever reported; for the whole of the division I suppose?—Yes, I refer to that at great length in my answer to question No. 255.

I see that in all cases of sudden or unusual death enquiries were made?—Yes.

When the police reported that the death might be due to starvation?—*Vide* answer to question No. 255.

I gather from your note that you had no correspondence with the Mission at the time?—No. I was constantly passing through the place where relief was distributed by the Mission.

These people were collected near the college?—Yes.

Did Mr. Haythornthwaite bring to your notice the fact that many people were dying in Agra?—No, nor to the notice of the Magistrate. I do not question the fact that the number of deaths was as he states, but I cannot say I have any reason to suppose that the registration was not as accurate in Agra as it usually is. It is impossible to test the facts now.

(*President*).—In ordinary years how are deaths registered?—By the police, the chowkidar and the sweeper.

I suppose one of these has to report it to the Thana?—Yes.

I suppose that is the duty of the chowkidar?—Yes, and also of the sweeper.

They do not both do it, do they?—Yes, both do; the responsibilty is quite independent. Each is required to report it.

Does that not lead to confusion?—I do not think so. I believe that is the system.

In a village or town, ordinarily speaking, a chowkidar knows everybody in his circle and in quiet times reports the deaths, and is likely to make a correct statement, but in famine times when deaths are numerous there is a good chance of his not reporting deaths he is not interested in?—I do not think so, because the whole of the people were collected in the Agra Civil lines where they were constantly seen by every one. Mr. Haythornthwaite should have communicated the fact of the deaths to the chowkidar. Large crowds of people were collected round Mr. Haythornthwaite's house, the most frequented road in Agra, where chowkidars and the police were stationed at intervals.

In the way things are ordinarily done I suppose no ordinary policeman would take upon himself the business of reporting the deaths of paupers?—Perhaps that might not be done in villages, but scarcely in a part of Agra inhabited by Europeans.

I thought he would say if I interfere there will be a double report. He would say it is the chowkidar's business or leave it alone?—I believe that the system is as I have described it.

Is it the sweeper's business to bury these people?—The police were required to see after the burial or burning of the paupers, advances were made on that account.

(*Mr. Holderness*).—I understand the allegation made by Mr. Haythornthwaite in his pamphlet is that 30 deaths were not registered?—Yes, Mr. Haythornthwaite is not acquainted with the system of registration; I have no doubt as to the accuracy of the number of deaths, but at the same time his allegation is an assumption that is not founded on facts. His idea seems to be that the registration is carried out in India as it is in England.

(*Dr. Richardson*).—Who is the Registrar?—The police.

He is the only one?—Yes.

(*Mr. Holderness*).—In your answer to question No. 10 you speak of the Chambal-Jumna tract of the Etawah District. Was that the worst tract in the whole division?—Yes, I think, it was.

What was the cause of the special distress there?—The failure of rains and the absolute want of irrigation. The people are very poor and had had two successive bad harvests. There is no canal irrigation and very little well irrigation. Nearly the whole of the land revenue has been remitted.

In that tract what relief works had you open?—We had a large relief work, the Agra-Kalpi road, then we had village relief works, tanks and embankments.

Were they conducted on the partially recoverable system?—Advances were made but were not recoverable.

You had village relief also?—Yes, and many people were on relief work under the Public Works Department.

Did cultivators go there?—Yes, largely.

You say in your answer to question No. 12 that it is a necessary concomitant of gratuitous and charitable relief and of the agency which must be used for its distribution that occasional cases will arise where relief is given to persons who are not actually in need of it. By charitable relief do you refer to Government relief?—More especially to relief that was not given by Government.

Do you mean Mansion House Fund Relief?—Yes, and local subscriptions.

Do you mean they overlapped?—No, the Charitable Relief Fund was given in Agra City; relief was distributed by the Municipal Local Relief Committee.

It is in connection with that relief that you speak?—Yes. I say it might interfere.

In other words it was on liberal lines?—In some cases it was given where it was not really required. It was difficult in the case of Agra to say if *parda nashins* required it or not. These were exceptional cases.

In reply to question No. 15 you mention a considerable rise in the death-rate in September and October 1897. Up to that it was only normal?—Yes, and even below.

In the Agra District it was 4·17 in August, 7·75 in September, and 12·39 in October; in Etawah it was 4·26 in September and 8·83 in October; in Etah it was 6·0 in October and in Muttra 8·37 in October, so September and October seem to have been the worst months?—Yes.

You say it was due to fever?—Yes, it was so returned.

Are the remarks that follow that statement based on general observation?—Yes, I was in camp during November when the sickness was at its height; no doubt it was worst in the depressed parts and attacked all ranks.

(*President*).—You say in your evidence that it was higher in "depressed localities." You mean low-lying lands?—Yes.

(*Mr. Holderness*).—When did you stop your gratuitous relief?—On the 1st October and in rural localities on the 15th October: relief works were closed, I think, in September.

During the rains you had very few on?—Yes.

In closing gratuitous relief I think you were given discretion by Government as to the exact dates of closing?—Yes.

In closing gratuitous relief, and in exercising the discretion allowed you, how did you satisfy yourself that it was safe to close it?—In the first place gratuitous relief was not closed before local enquiries had been made in each circle and again when it was closed a fortnight's dole was given in each case.

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Then from what you have since seen there is nothing to indicate that it was closed prematurely?—Not in the least. I have been through the whole of the Division and I have not seen a more prosperous Division than this one is now. The crops are in splendid condition.

As regards the poor and incapable people, I suppose they are now supported by private charity?—I think that has been resumed. I have never seen any distress in any of the villages I have visited.

In answer to question No. 16 you discuss the intermediate system. Your conclusion is that where distress is not general or acute it is more suitable than the Code system?—Yes, as it was before the issue of the Revised Code.

You say it restricts the influx upon the works of certain classes of the people who do not really require relief. Are you satisfied that it admits the weakly and unskilled labourer to work?—It does if properly organized. Our system was to have a gang of weakly persons with tasks that they could perform.

The intermediate system went through several phases, did it not?—Yes.

When did you first start it?—It was not at first adopted generally. As far as I remember it was first tried in Agra in March 1897 and then it passed through one or two phases.

According to Mr. Sheridan it was started about the *Holi*?—Yes.

Mr. Sheridan says (pages 102 and 103 of Volume III) that the *Holi* coincided with an immense decrease in numbers on relief works, that that may no doubt to some extent be attributed to the fact that there was field work, but that a change of system by which dependants ceased to be paid and the elimination of the minimum wage had a great deal to do with the reduction of numbers. Prior to the *Holi* he says the number of workers amounted to 14,300 and immediately after the festival they fell to 1,200?—To the best of my recollection they continued to increase; on the 10th of July 29,030 were employed in the Agra District, in Etawah 14,682 and in Muttra 15,020.

Then you are disposed to doubt the accuracy of these figures, if they apply to this Division?—Yes, I certainly am.

But in the beginning the intermediate system was accompanied by a decrease of workers?—Yes, more especially in the Muttra District.

Were you never apprehensive that the large decrease went further than it ought to have gone?—Workers could always earn enough for their maintenance.

If they did their task they could?—Yes.

Did they do their task generally?—Yes, certainly; near Agra the task was an easy one.

Your works in Agra were conducted from March on the intermediate system?—Yes, we never resorted to the Code system on the Agra City works.

You found that with an easy task it was suitable?—With an easy task and proper organization I think it is suitable, where distress is not acute.

You had to supplement that by feeding children?—No; we had no kitchens.

(*President*).—I think you say the intermediate system enabled families to support their young children and weakly adults?—That was the assumption made.

Did you ever go into the question whether it really did?—I have often been to works and made enquiries; there were complaints, not with reference to the amount paid, but as regards wages being cut for short work.

(*Mr. Holderness*).—Mr. Sheridan says that with the intermediate system there was no inducement to bring young children and feeble old persons to works?—Yes, because the weakly adults and young children received gratuitous relief at their homes.

That was arranged?—Yes, it was supposed to supplement the intermediate system to that extent. Weakly people and young children did not come to works.

It led to a certain amount of breaking up of families?—I suppose it would to some extent, at the same time it is undesirable to have weakly people on works.

As a rule your large works were confined to the Agra City after March?—Certainly after April.

In some districts in the Provinces the intermediate system was supplemented by kitchens?—Yes, but it was not considered necessary here.

You considered that question?—Yes.

(*President*).—Mr. Sheridan refers to an outbreak of cholera on the Fort Taj works. When did that occur?—In April 1897.

Was that before the intermediate system came in?—No, after.

He notices the fact that people were living on beef which was selling at a pice a seer?—Yes, I was told that too at the time.

He also mentions (page 109, Volume III) that *Jawar* and *bajra* not only reached the price of wheat, but owing to the demand for seed-grain exceeded it. Wheat was selling at from eight to nine seers, *Juar* and *Bajra* from four and a half to five?—I think that is a mistake; *juar* and *bajra* as far as I remember were never below eight seers. Perhaps Mr. Sheridan was misled by the difference of weights, *i.e.*, the difference between the bazar seer and the Government seer.

What was the price of the current grain upon which the task or piece-work wage was calculated in March 1897?—I should think it would be 9 seers for a short time. I cannot speak with accuracy.

Was it raised to 12?—It was raised to 12 in August or September.

(*Mr. Holderness*).—The intermediate system was supposed to be based on the 12-seer basis?—It was supposed to be, but as a matter of fact it varied.

In Agra the intermediate system did not seem to ultimately affect the attendance on works. They rose gradually and then went to 30,000?—Numbers were never the same on the intermediate system as before the intermediate system was introduced into the Agra Division.

As regards the Agra District?—I think that would apply to the Agra District too.

There you had a low task, had you not?—Yes.

In the Etawah District you had 18,000 persons on relief works prior to the intermediate system, but after the introduction of the system numbers fell to 2,000?—Yes, before they were all congregated on one spot, after that there were three charges. I think your figures represent one charge. It certainly exceeded 2,000.

When the *rabi* was cut, was there any amelioration in the conditions of the Etawah District?—Not much, because that particular tract produced very little *rabi*.

But still there was a large decrease in the numbers?—Yes, because we had large emigration from Gwalior, and also from other districts, and measures were taken to return the people to Native States.

Were the numbers of emigrants so large as to represent the difference?—I'm afraid I cannot answer that without knowing the numbers. Immediately after, the whole numbers were reduced throughout the division.

You have no reason to suppose that people were not sufficiently relieved in Etawah?—No.

You say in answer to question No. 23 that residence upon a relief work is not, during the hot weather more especially, so much disliked by the people, as it is conceived to be. Is there not a particular class of people who disliked residence specially?—The more respectable classes would object to it.

On these large works do you think there was any demoralization of people, especially the women?—Presumably there would be, it is impossible to answer that question.

Was it ever brought to your notice?—No, but I think it is generally admitted.

You think the more respectable cultivators would not go?—The more respectable cultivators will avoid relief works until they are actually driven there by distress.

Then how would you relieve the respectable cultivators?—As a matter of fact the contingency did not arise in this division. Cultivators throughout the division were never so much distressed as to require relief.

Relief as a rule was given to the labouring classes?—Yes, and to weavers, artizans, etc. Of course we had cultivators, but the proportion was very small.

(*President.*)—Do you think they stayed at home and looked after their cattle?—Yes, in one or two cases they brought their cattle to relief works; whole families sometimes came before the intermediate system was introduced.

You say in your answer to question No. 26 that the payment of a minimum wage and Sunday allowance with the great attraction of payment for dependents (which increased

In an extraordinary degree the number of infants brought on to the works) did induce people to resort to the works with great eagerness. I believe non-working children below 7 got one pice?—Yes.

Do you think that was enough to induce them to bring small children to works?—Yes, children were often borrowed for the purpose.

Was that proved to be the case after careful enquiry, or merely a general report?—In several instances it must have been so. Three or four children of the same age were in charge of the same woman.

Instead of saying "borrowed" you might say children were sent to obtain something to live upon?—Yes, and as a source of remuneration. It is impossible to say that it was an actual fact but that was the impression which prevailed at the time.

If the persons in charge brought them as a source of remuneration that assumes that you can make a profit out of one pice?—Well, it would.

That seems rather incredible?—Most likely the children belonged to the family or relatives. I don't think it would follow in India that wherever gratuitous relief work was asked for it was really required.

(*Mr. Holderness*).—You say at the end of your answer to question No. 16 that you are doubtful whether, under the revised edition of the Code, any district of the Agra Division would have been declared a "famine district." You would have been satisfied to start with intermediate system on works from the beginning?—Yes, knowing what I know now I should have done so.

(*President*).—Do you think they would have earned enough to support their old dependants and non-working children?—No, gratuitous relief would continue as before: so far as relief work is concerned, I think the intermediate system would have been quite sufficient.

I understand you would have had liberal gratuitous relief coupled with intermediate works?—Liberal so far as to give gratuitous relief in every case where it was necessary.

(*Mr. Holderness.*)—If so, should not you have started your village relief earlier than it was started?—It was started in December 1896.

Had you many people on it in January?—I am afraid I cannot give you the figures.

(*President*).—Do you think in a future scarcity if you started with a modified intermediate system you could safely rely upon parents earning enough to support their non-working children?—I think it would be a question of observation at the time. I think it would answer if there were few children or it might if necessary be supplemented by giving food to the children.

(*Mr. Holderness*).—In discussing gratuitous relief in your answer to question No. 29, you conclude that on the whole it was an acceptable and useful form of relief?—There were very few abuses.

Would you do it on a more liberal scale in a future famine?—I think not.

In the Lucknow Division missionaries told us that they had taken small tracts and put persons on gratuitous relief who were not in receipt of Government relief whose circumstances they could not distinguish as being different from those of persons in receipt of Government relief. The conclusion they drew was that Government relief was too restricted. Would you say this was applicable in your division?—It ought not to have been. We placed no restrictions upon its distribution where it was required; enquiry was made in all cases from zamindars, patwaris and chowkidars as to the circumstances of the people, and where relief was considered necessary it was granted. In the case of *parda nashins* reliance had to be placed upon the information received.

Government has fixed a rule that the number of persons on gratuitous relief should not ordinarily exceed 3 per cent. What is your view of that limit?—I think that is a very high percentage in Agra. It would not be high in Banda.

That limit would not restrict the relief given in the division?—Not in the least; we worked within it.

In your answer to question No. 32 you say there are now no signs of distress in the division?—Yes, I have tested that by four months of touring.

(*President*).—You say in the same answer that the position of the ordinary agricultural labourer is as good as it has ever been. Do you think they have got clothes now?—I think so. I think he is quite as well clothed as ever.

(*Mr. Holderness*).—Has there been a full demand for labour?—Yes, the difficulty has been to get labour in many parts of the division.

With reference to your answer to question No. 57, are the tanks for drinking purposes?—No, for irrigation purposes.

As regards drinking purposes is there a want of tanks?—There are village wells.

In the case of severe distress where you felt it necessary to give occupation to cultivators, do you think you could utilize village tanks?—We could have done that. One suggestion I made was that village ponds should be dug and deepened, and the embankment sloped in order to utilize village labour.

You were reserving this for a later stage of the famine?—Yes. We expected that the distress would be more acute than it was; the indications were that the distress would be excessive.

Your *rabi* proved better than you thought?—Yes, that was what solved the difficulty.

You say in answer to question No. 76 that residence might be made compulsory where the labourers resided at a distance of more than two miles from the works. That is where distress is very acute?—Yes.

You had no such restriction here?—No.

In answer to question No. 116, you say you think the revised edition of the Famine Code (1898) sufficiently defines the functions of the Collector and of the Executive Engineer respectively. Had you any difficulties yourself with the Public Works Department?—Not the slightest at any time throughout the distress.

(*President*).—You think that residence on works was not generally distasteful. I see there was some sunstroke on works and in winter I suppose the cold must be very severe?—We provided huts for them in the cold weather.

What were huts made of?—Ordinary straw thatch.

(*Mr. Holderness*).—In answer to question No. 133 you say that there were no complaints in this division that the opening of relief works had affected the supply of labour to private employers. Mr. Alexander mentions some letters to the *Pioneer* regarding the competition for labour. Did these come to your notice?—I heard of them. I think there was not the smallest foundation for them.

Would it be before the introduction of the intermediate system?—I think the letters appeared in the *Pioneer* in February 1897, and the intermediate system was not introduced till March.

Are the works mentioned in your answer to question No. 138 the same as those in your answer to question No. 139?—Not necessarily. There were several instances in which landholders carried out relief at their own expense. My answer to question No. 139 refers to cases in which they were granted loans on privileged terms.

How do you think the rules worked?—Loans were never given on a large scale.

Did landowners comply with the conditions?—I think it is very doubtful whether the conditions were really carried out. The terms are too complicated.

What did you do for weavers?—There were no Government measures taken for their relief; they were generally assisted by private persons and missionaries. Advances were made for the purposes of weaving.

Did the Charitable Relief Fund give anything?—It gave ₹3,000. Here it was carried out privately more than as a Government measure of relief.

Do you think Government might have done something for them?—The great difficulty was that employment might have been provided, but there was no demand for the articles produced; the capital would have been locked up.

Did you make any calculation of the capital required?—Yes, it worked out to a large sum.

(*President*).—Could not cloth have been bought and then given in alms?—I think it could have been done. I was anxious to make some advances to weavers.

(*Mr. Holderness*).—Is it an expensive quality of cloth they weave?—No. It was the cheaper kind. In Fatehpur Sikri they weave small carpets.

(*President*).—Do they make blankets?—Yes.

(*Mr. Holderness*).—Did these weavers come to relief works?—Yes.

Did that result in their forsaking their trade?—No.

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(*President*).—I suppose ordinary wages remained at ordinary rates. They did not rise?—No, I think the ordinary rates continued to prevail.

(*Mr. Holderness*).—You say in your answer to question No. 159 that the agency of respectable landowners can be largely employed in the distribution of gratuitous relief. Did you utilize them to any extent?—Yes, they were generally utilized in most of the districts.

Was money made over to them and were they expected to distribute it daily?—It was given twice a month.

Direct to the recipients?—Yes, in the presence of zemindars.

The landlord would pick out the people?—Yes, he was more or less responsible.

You say in your answer to question No. 167 that you think gratuitous relief should be given in the form of money in preference to grain. In your district was there any difficulty in buying grain?—No. I am not sure that there was not difficulty in isolated parts, but in the division generally I don't think there was difficulty in getting grain at market rates.

In your answer to question No. 160 you refer to instances where the doles were refused or returned. Was there any suspicion that it was a sort of inducement to people to emigrate?—I believe there was such an idea.

It was not done merely on account of pride?—Yes, the particular cases I quote were.

Were there many complaints on the part of the people when gratuitous relief ceased?—Yes, there were complaints; a number of women went to the Collector and asked why their pensions had ceased.

(*President*).—With reference to your answer to question No. 155, the dependants of able-bodied workers are often old women, grandmothers and aunts, and if a family goes to work it would be difficult to say they should not go with them?—I don't think it is desirable that they should go. One of the elder members is left at home and many of the children are left in her charge.

If you prevent an old woman from coming to works, and if your theory is that they and young children should remain at home, it would seem necessary to give them gratuitous relief?—I think in that case there would be no harm done if they did receive gratuitous relief, the minimum dole being one pice for each child.

(*Mr. Holderness*).—You say in your answer to question No. 177 that in Agra and Muttra there were considerable numbers of paupers who had wandered from the conterminous Native States. What Native States?—Gwalior and Bhurtpur more especially.

Did you have any complaints from the Political Agent that inhabitants of British Territory were emigrating to Gwalior?—Yes, after our complaints had reached them. I believe it was a fact, but not in large numbers.

Apparently from your answer to question No. 178, weaving classes went into poor-houses?—Yes.

You say in your answer to question No. 180 that you think the dieting is sufficient in poor-houses, but representations were made at times (by other persons than the inmates) that it was inadequate?—Yes. In two cases the Civil Surgeon said it was inadequate—I think in Etah and Farukhabad.

What led him to the conclusion that it was insufficient?—I could not see any evidence of the fact that it was insufficient; after two or three weeks in a poor-house it seemed to me the inmates looked sufficiently fed.

I suppose each poor-house had a hospital?—As far as possible we segregated the sick. In Farukhabad we could not do so: there the hospital was within the enclosure of the poor-house.

In the case of people who had merely run down, were they treated as sick?—If the Hospital Assistant certified to it. No limit was placed on the medical diet.

Was the term "medical diet" liberally interpreted?—Yes.

(*President*).—The prescribed diet was really the minimum diet?—Yes.

Did the people in poor-houses themselves complain of not having had enough to eat?—Sometimes; what they felt more was the restraint placed on them.

(*Mr. Holderness*).—In your answer to question No. 200, you refer to the construction of *katcha* wells. Was that largely done?—Yes, it was initiated in this division before it was begun in any other; an advance of R1,49,050 was made in September and the early part of October for *katcha* wells.

What effect had that distribution of money?—I believe it would be safe to say that in every case a well was made. Not only did the zemindars, but also the cultivators themselves made a large number.

Had it much effect on the *rabi* crop?—Yes, both in sowing and in the subsequent watering.

In answer to question No. 201 you say that advances were made at a moderate rate of interest, and they saved the needy agriculturist from the exorbitant interest the rural money lender demands. During the last scarcity did the rate of interest go up?—Practically they would not lend at all except on jewellery: lending of money decreased and the pawning of jewellery very much increased.

Was that pawning done on honest terms, do you know?—I cannot say.

With reference to your answer to question No. 204, you didn't give a subsistence allowance?—No, it was applied for in one instance, but I didn't consider it necessary.

Although you approve of the principle?—Yes, I think I have said it would be difficult to carry it into effect on account of the amount of money required.

In your answer to question No. 208 you describe the conditions under which land revenue has been remitted. Was there any difficulty in giving effect to these conditions?—I am not able to give an answer just now; the matter is still under enquiry. We have determined the amount to be remitted, and the zemindars are required to file a list of their tenants whose rent is to be remitted. In one district I have ascertained that many of the zamindars decline to accept a remission on these terms.

You say in your answer to question No. 210 that you think in many instances the whole of the arrears of revenue will be voluntarily discharged earlier than the time fixed for paying it. Is that on account of the great prosperity?—On account of the good *rabi* harvest.

Do you know whether wheat has been extensively sold forward?—I cannot say as to the extent.

With reference to your answer to question No. 212 regarding interest on suspended rent, I suppose that question will never arise except when a suit is begun?—No.

Would it be the custom to require interest?—No.

Have you any further remarks to make with reference to question No. 213?—No. I have not considered it. It is a difficult question.

(*President*).—With reference to your answer to question No. 214, is it likely that when revenue is suspended only, the proprietor will think that he had better collect it as soon as he possibly can, as he may have to pay rent eventually?—In the case of the Gurgaon District we suspended revenue and found that the Lambardar, taking advantage of the ignorance of small proprietors, actually did collect a lot of revenue and held it in hand, prepared to embezzle it if Government remitted the revenue, or if not to pay it in.

(*Mr. Holderness*).—Did the area sown in canal tracts increase last year?—Yes, enormously.

Were the crops good?—Yes, at first it was thought to be an 18-anna one but bad weather intervened and decreased it.

(*Mr. Bose*).—As regards your answer to question No. 230, do you think the statement of object IV of the objects to which the Indian Charitable Relief Fund was to be applied should be so modified as to permit of relief in the shape of seed-grain and plough cattle being given to agriculturists just before the rains, independently of the character of distress at that particular time?—I would certainly give advances to agriculturists in the shape of grain and cattle just before the rains and without reference to the character of the distress if the giving of the advances would enable them to sow land which would otherwise remain uncultivated.

With reference to your answer to question No. 227, had you any grain shops in your Division?—There were one or two but they were not recognized by the authorities.

You had no such shops under the supervision of the Indian Famine Charitable Relief Fund?—No.

You cannot say whether such shops, if organized by the District Committees under proper supervision, would have worked well or not?—No, my answer does not refer to shops organized and managed by the Commissioners of the Charity Fund. They refer to some private shops.

You said that the respectable cultivators did not themselves like to go to the large relief works at a distance from their homes or to send their women folk there. Would they have the same objection to village works, especially if supervised by their village headmen?—No, I do not think there would be the same objection on the part of the respectable cultivators.

(*President*).—Mr. Alexander, Superintending Engineer, in paragraph 5 of his report of the 28th August 1897 (page 86, Volume III), describes the minimum wage on relief works as the smallest amount calculated to preserve life in a human being; again in paragraph 16 he says the only complaint they ever made was a stereotyped whine that their stomachs were not full. Do you think the D or minimum wage is as small as described by Mr. Alexander?—I don't think he is at all correct. We found under the Code system that there were very few labourers on works who hadn't ready cash by them. The labourers were able to save out of it.

Do you think they could save out of the minimum wage?—Certainly they did.

You must consider the price of food?—Yes.

Did you ever think out the ration, which is the smallest amount calculated to preserve life in a human being?—Well, what would be quite enough to preserve life in one human being would be insufficient in another.

Do you think it is proved that this minimum wage of the Code is a sufficient wage for a man or woman? Perhaps you have not gone into the question?—Judging by results I should say it was sufficient, and from my observation of the condition of the people on works, which I may say I visited continually, I think there is one fact that indicates that the wage was sufficiently high, and that is that on several works I found confectioners with sweet-meats. At Etawah I noticed that tobacco was sold.

(*Dr. Richardson*).—Are you well acquainted with the registration of births and deaths?—I am acquainted with it to some extent.

Is there a different system prevailing in towns from the district?—Yes, I believe that to be the case in the Agra Municipality.

Have the sweepers small pass-books?—Yes, and these are produced at the *Thana*. In some cases one of them reports at the Municipal office and the other at the Police station.

There is no risk of a double record?—No. I cannot speak with certainty.

Taken as a whole, do you think the registration is fairly accurate, considering the agency?—No, I don't think it is; there is an abnormal difference between births and deaths.

In the late Resolution by the Government of the North-Western Provinces and Oudh it was stated that the registration is believed to be phenominally accurate?—I think the death registration is more accurate than the birth.

(*President*).—Did you find more deaths of men reported than of women?—As a rule that is the tendency.

(*Dr. Richardson*).—Similarly the tendency is to omit the births of girls?—Yes.

You say in paragraph 15 that fever was much higher in depressed localities than in other places. Had this prevalence of fever any topographical relation to canals in the Agra Division?—I don't think it had, because it was found excessive in parts of Muttra, which were not near canals. On the other hand it existed in two circles in Etah, near canals.

I suppose that would leave it undecided?—I think it is connected with the drainage and therefore indirectly due to canals.

It would signify whether the tract of country were water-logged by excess of water from canals or clouds, as regards the production of malaria?—Yes.

So even if good drainage were provided, the same effect would be produced in certain parts of the country?—Yes.

You saw no connection between the prevalence of fever and the nearness of canals?—No, one or two places were a great distance from canals.

In the Agra District the mortality from fever rose from 1,881 deaths in July to 11,329 in October; did you hear if there was anything peculiar about the fever?—No, the Civil Surgeon went round and said so.

It was ordinary malarial fever?—Yes, with complications.

Not directly connected with famine?—No.

You say in your answer to question No. 23 that workers were drafted from one work to another when the numbers became excessive and the necessity of extra works was further increased by outbreaks of cholera. I was wondering whether when you made those drafts you conveyed the disease from one work to another?—No, we started a new work in that case.

Were the first poor-houses opened in the Division private or State?—They were State, except the Municipal poor-houses, which were opened in one or two cases.

When did you close poor-houses?—At the beginning of October.

What was the number in them?—I cannot say. It was low, except in Agra.

What became of them?—A great number in Agra belonged to Gwalior and Dholpur; we returned them by train to those places. In other cases we sent them to their villages and gave them a dole to enable them to reach their homes.

How many times a day were they fed?—Twice in Agra.

Did they approve of being fed that number of times or did they prefer to have the whole quantity at once?—They didn't seem to express much complaint.

Evidently the officer in charge had a free-hand to give as much as was required?—Yes, generally; in one poor-house they were too liberal.

You had no kitchens?—No.

Did you see any need for kitchens as regards children? Did they keep in good condition with their mothers?—I never heard any complaints.

Were any orphans left on your hands?—There are none now. We never had many.

Mr. H. C. A. Conybeare, Collector of Agra, called in and examined.

I put in a written statement of evidence.

(*a*) *Departures from the North-Western Provinces and Oudh Famine Code.*

1. Circle officers were required to visit each village in their circle once in 10 days, instead of once in a week, as prescribed by the Code. Even with this alleviation their work was very heavy, involving in one *kanungo's* circle visits to over 10 villages daily, and in none to less than 7 villages. In many of the villages, moreover, if not in most of them, outlying hamlets have to be visited occasionally in order to see the sick and decrepit who have been unable to attend the muster before the circle officer. In the two most distressed tahsils, as it seemed impossible that any one with other work should perform the duties of circle officers properly, special circle officers were appointed. In the remaining tahsils the supervisor *kanungos* executed this duty at the expense of their regular work. The Revd. J. G. Potter, a Baptist Missionary, once suggested to me that Missionaries might be appointed volunteer circle officers. But I believe that, unless forced to do so, no one with business of his own would undertake this work for more than a week at a time in the hot weather.

2. The intermediate system was introduced about the 26th March 1897, that is, about 2½ months after the district had been officially recognised as distressed. This system was of course unknown to the Code. On its advantages or disadvantages I am not qualified to express an opinion; that is a question for professional engineers who have been in charge of relief works, and as the District Engineer is giving evidence before the Commission, it seems fitter that he should be examined on the point.

3. Workers received no wages for Sunday. It was found that if wages for two days were given to the workers on Saturdays, as directed by the Code, the works were on the last day of the week crowded by people who attended them on no other day, and whose sole desire was to get two days' wages for one day's work.

4. It was generally found impossible to obtain poor-house cooks and sweepers from amongst the population of the poor-houses, as recommended by Sir Charles Elliott's note attached to the Famine Code. Such servants were therefore appointed

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from outside the poor-houses and were paid in cash instead of in grain.

(*b*) *The degree of success in relieving distress, in saving life, and in maintaining economy.*

Distress was general throughout the district, which has an area of 1,856 square miles and a population of 1,003,796. But I believe that it was acute only in two of our tahsils, Bah and Khairagarh, which have together a total area of 651 square miles and a total population of 249,741. As the water of the former lies from 80 to 100 feet below the surface, and as the water of the latter is brackish, both suffered severely from the failure of the rain in 1897, following upon rather short rains in 1896. Even in Bah and Khairagarh I consider want to have been acute only during the period when the whole district was officially recognised as distressed, that is, from the 15th January to the 30th September 1897. I would note that as in 1877-78, distress seems to have been almost confined to the day labourer and mendicant classes. About three-quarters of those relieved were Chamars or Koris, that is, members of the castes from whom in this district day labourers are mainly drawn. The landed classes, whether proprietors or tenants, were pinched, but not distressed. They had to do for themselves what in years of ordinary prosperity they pay hired labourers to do. It is true that, on the whole, they realized only half crops, but, on the other hand, they got double prices for those crops. Where the loss did not exceed one-half the crop, they probably did not suffer to any noticeable extent.

Prices are usually highest at the beginning of a famine. The prices of grain at the beginning of the scarcity of 1896-97 were considerably higher than the prices at the beginning of the scarcity of 1877-78 ; but if we consider the decreased purchasing power of silver, the difference was not so great as might have been expected. At one time in 1896-97, again, the number of persons under relief (about 33,000) was much greater than the highest number (about 28,000) under relief at any time during 1877-78. But this was entirely due to the existence of the great park work at Agra, which alone absorbed some 15,000 to 17,000 workers, half of them the wives and children of menials earning wages in Agra Municipality and Cantonments. As soon as this work was closed in consequence of cholera, other works being provided at a few miles' distance from Agra, the numbers under relief suddenly subsided People who had come one and a half miles to work at the Park would not go three miles to work on the roads. On the whole I believe that in this district the scarcity of 1896-97 did not approach in severity that of 1877-78. I was not myself employed on famine duty in 1877-78, but I had in an official capacity to read and to write a good deal about that calamity.

The arrangements made for relieving distress were, in my opinion, completely successful. Although three or four enquiries into cases of suicide or natural death, at first alleged to be due to starvation, took place, the death could always be traced to causes other than hunger ; and no death certainly due to starvation was discovered. The mortality of the district rose only slightly above the normal. The average of 10 preceding years had been about 35 per thousand ; in the year ending with September 1897, it rose to about 37. Five poor-houses were opened in different parts of the district. The house-to-house relief of *parda nashins* and of others unable to work began in Agra City and Cantonments in November, half the monthly cost of ₹5,000 being found by private local subscriptions and half by Government. This system was, when the distress became officially recognised, extented to the other parts of the district at the expense of Government alone. In every tahsil except Firozabad, which was almost untouched by the scarcity, large relief works under the Public Works Department were opened. Except in tahsil Firozabad, no village was as much as 20 miles distant from these works. In Firozabad and elsewhere a few reservoirs were dug or deepened by landholders with partly recoverable advances made to them under section 65 (*a*) of the Famine Code. But the greatest difficulty was found in making landlords come forward to take these advances. As already mentioned, they and their tenants were not seriously affected ; and most of them perhaps consider the life of a Chamar or a Kori less valuable than the life of a cow. It was, moreover, found impossible to obtain the services of any regular inspector of section 65 (*a*) works. Two were at different times appointed, but both resigned within a fortnight or so of their appointment. The exposure which such works entails in the hot weather was too great, and the nature of the employment was too temporary to attract suitable men. Village relief works were, in fact, a failure in this district, and we had to depend almost entirely on large works under departmental control. The list of really useful large works available for purposes of famine relief was therefore almost exhausted. But the number of reservoirs that can be dug or improved during future famines is in this district almost unlimited.

No relief centres or relief kitchens were found necessary.

The land revenue of the district is, cesses excluded, ₹17,44,763. Of this, ₹41,609 were remitted, and ₹1,62,700, with cesses in proportion, were suspended. The condition of these concessions was that rent to twice their amount should be remitted or suspended. Several cases where the landholders are said to have violated this condition, and where in consequence the concession to them will probably be cancelled, are under enquiry. No interest is to be charged on suspended rent. The suspended revenue is being collected by instalments, the latest due in December 1899. So far as I know, Government has no statutory power to order suspensions and remissions of rent in revenue-free villages ; and it ought, in my opinion, to have that power. No such suspensions or remissions were made in revenue-free villages. Personally I believe that these suspensions of revenue were granted with too free a hand. Their justification was of course that without them suspensions and remissions of rental could not be made : and that in the most distressed tracts it was safer to assume that the tenantry were in some measure impoverished. From what I have already said it will be seen that, in my opinion, the landholding class have not become poorer or more indebted in any way in consequence of the famine. It is more or less their own fault if they are not in easy circumstances ; for enormous concessions have been made to them by Government during the past 80 years. Until 1822 they were allowed to retain only 10 per cent. of the gross rental, the same proportion as Akbar had left to them. In 1822 their share of the rent was raised to 20 per cent., in 1833 to 33⅓ per cent., and at the settlement next succeeding that of 1833 to 50 per cent. The uselessness of these concessions from a political point of view is shown by the fact that not one landlord in a thousand knows that they were ever made. Most landlords think that their forbears and themselves have enjoyed 50 per cent. of the rental from the earliest times.

The money advances granted by Government during the famine for agricultural purposes were as follows :—

	₹
For unbricked wells, free of interest .	27,226
For masonry wells, at 4½ per cent. . .	11,149
,, ,, at 6¼ ,, (the rate of ordinary years,)	3,820
For seed and cattle at 6¼ per cent. (the rate of ordinary years.)	27,645
Total .	69,840

As a general rule, the borrowers spent the money on the purpose for which it had been borrowed, although a few cases are known in which they did not do so. The advances for masonry wells are recoverably in instalments extending over from four to ten years, and those for other objects in instalments extending over two years. No advances were made for the purchase of food; and I consider such advances highly objectionable. "If a man work not, neither shall he eat" should be the foundation of our famine relief measures. The system of outdoor relief, *i.e.*, relief elsewhere than at the work-house where paupers worked for their food, was in England during the first half of this century attended with such unsatisfactory results that it had for the most part to be abandoned.

Besides these advances, ₹64,795 were distributed from the Indian Charitable Relief Fund to 3,240 cultivators as free gifts for the purchase of cattle. One of these cultivators received ₹15 and all the rest ₹20 each.

According to my own calculations, ₹5,34,574 were spent on famine relief in this district; and of this money, ₹4,15,232 were found by Government and ₹1,19,291 were derived from private donations and subscriptions. Of the money spent by Government, ₹3,10,834 were spent by the Public Works Department and ₹1,04,448 by the Collector and his subordinates. Of the privately furnished money, again, ₹23,463 were furnished by local subscription, whilst the rest was collected outside the district by the Indian Famine Charitable Relief Organization.

The number of units relieved, if all had been relieved on the same day, would have been 6,085,613; and of these,

3,712,472 were relieved by the Public Works Department, and 2,373,141 by the Collector and his subordinates.

Whether the expense of the relief measures in this district was greater or less per unit relieved than in other districts I cannot say, not having the statistics of other districts before me. It is believed, however, to have been slightly above the average in the case of the Public Works Department relief and slightly below the average in that of the Collector's relief.

Besides the expenditure here shown, about R6,000 were spent in test relief works by the Agra Municipal Board.

(*c*) *and* (*d*).

I believe that the local *Famine Code*, even before its recent alterations, contained almost all the principles of a complete and successful famine policy; and the only alteration of those principles which I would suggest is that village works, like large works, should be placed under the control of the Public Works Department. Changes of detail as opposed to principle can be safely made, as the emergency arises, by the Local Government; but the fewer such alterations are the better.

The amended North-Western Provinces and Oudh *Famine Code* should, in my opinion, be weeded of all the tabular matter with which it has lately been enlarged, and should thereafter be made one of the books in which junior officers of the Civil Service and Public Works Department are examined at their departmental examinations.

I now proceed to deal with some of the questions raised in the *addenda* and *corrigenda* portion of the papers issued to witnesses by the Famine Commission.

The commercial operation known as a corner in grain has of course been familiar to Orientals ever since the time of Joseph at latest. Many merchants probably wished to effect this operation when scarcity first threatened at Agra in 1896; but none of them succeeded in effecting it. The sources of supply were too numerous; the competition amongst traders too great; and railways, by which the market could be flooded with grain as soon as prices rose much above the average of neighbouring markets, were too numerous. When grain reached famine prices in September 1896, many people, European as well as native, thought that the dealers had combined to heighten those prices; but when Messrs. A John and Co imported some of Messrs. Ralli and Co.'s foreign wheat, for sale to their factory hands at Agra, it was found that on its arrival this wheat cost nearly, if not quite, as much as the country wheat sold in the Agra markets. The persons who fix the rates in those markets can easily be identified. They are the brokers of the two principal market places, Phillipsganj and Simsonganj, and chiefly of the former. I believe that the rise of prices was quite natural, and that it was caused chiefly by the failure of the crops in the Allahabad Division and other tracts of severe distress. The failure of about half the crop in this district was not alone sufficient to account for it. Though often urged by non-officials of different classes to attempt to influence the market rate, the local authorities took no action in the matter, and I believe that they were right. It is as dangerous to play with a large volume of flowing trade as it is to play with a large volume of flowing water. No obstacles to the flow existed in this district, which is traversed by three different railways.

I would divest the Collector of all control over the management of relief works which have been entrusted to the Public Works Department. The Public Works Department has its own capable supervising officers; and I am a great believer in the efficacy of division of labour. It seems probable that various statutes and Government Orders already direct the Collector to do daily as much as the ablest and most industrious man could properly perform in two days. Every successive administration adds materially to his prescribed tasks, throwing upon him duties for which special departments already exist. But during the 10½ years or so that I have been in charge of districts, no administration has attempted to grapple with the task of relieving him of old burdens. Without such relief no real progress in general administration, as opposed to mere progress on paper, is, in my opinion, possible.

It would be better probably to make over the supervision of all relief works, whether small or large, to the Public Works Department. There seems no reason why the supervision of village works should be left to Collectors and to landholders, who are necessarily amateurs in such matters. It is always cheaper in the long run to employ a professional. This would not prevent landholders from supplying a part of the money for small works, as at present. The Public Works Department should have control of all matters connected with the works, the payment, the conservancy arrangements, and everything else. The rule of many masters is no better a thing now than it was in the days of Ulysses and Thersites.

The pressure of population is not severely felt in this district or the neighbouring district of Muttra, which I knew for seven years. South-west of the Jumna, where seven out of their twelve tahsils lie, both districts resemble in this respect the adjoining Native States of the Central India and Rajputana Agencies. The inhabitants of the Agra district at the census of 1891 (1,003,796) were 6·7 per cent. fewer than at the census of 1872 (1,076,005); and the decrease is greater than can be accounted for by the transfer of some villages to Muttra in 1878. In the *parganas* now constituting the Muttra district the population was actually less in 1891 than in 1853; and a reduction of 14·2 per cent. took place between 1872 and 1881, chiefly in consequence of emigration during the famine of 1877-78, and very heavy fever mortality which for three years followed that famine. The population of both districts, however, rose appreciably between 1881 and 1891. The food supply of both is still in excess of local requirements; and a considerable surplus of wheat is exported. Here, as in most other parts of India, the rise of prices is probably due far more to the depreciation of silver than to the increased demand caused by a growing population. All over the world the gold price of grain has fallen greatly during the last quarter of a century. The money wages of the labouring classes have unfortunately not risen in anything like the same proportion as the price of food-grains; but as some considerable portion of each rural labourer's wages is usually paid in grain, the working classes have not greatly suffered.

The natural tendency of population in the absence of physical or prudential checks or both is of course to increase slightly beyond the means of healthy subsistence. In answer to the Commission's questions, as to physical checks, I would note that peace, vaccination, and operations for the relief of famine have no doubt greatly removed the physical checks; but that the suppression of girl murder and widow burning, and sanitary improvements, have probably had little effect. Both girl murder and widow burning were always confined to small sections of the upper castes; and even amongst those sections widow burning was never at all general. Money for sanitary improvements on a large scale has hitherto been wanting; and even where it has been forthcoming, as in the case of the water works of our large municipalities, these improvements have failed to reduce the death-rate. The two great physical checks on Indian population seem to be malaria and the dirty habits of the lower classes. Turning to the prudential check, I doubt whether its efficacy is greatly increased by education, as suggested in question 271. It is believed that education has not materially slackened the growth of population in the three most widely educated countries of the world—Scotland, Germany, and the United States. In the United States, however, the question is complicated by immigration. In New England, for instance, the gradual dwindling of the original Yankee race is compensated by an inrush of French settlers from the adjoining Canadian territory. The dotal system of the Roman Law was found to strengthen the prudential check at Rome and has been found to strengthen it in France. But the Hindu and Muhammadan marriage laws are so inextricably mixed with religion that it would be imprudent to attempt to graft any such system upon them. The law of partible succession, which in France is said to keep down the birth-rate of the agricultural classes, is prevented by religious beliefs from having any effect on population in India. As physical checks have had little effect, and as all known prudential checks are at present impossible, it would probably be best to abandon the idea of checking the growth of population in India, and to turn our attention to transplanting it by emigration within the limits of India. I believe that villagers are not so unwilling as they used to be to leave their own homes. In the Agra Division the population of villages on the raviny banks of the Jumna continued to dwindle between 1881 and 1891, while population in other villages of the same districts increased. The probable reason is that cultivators, not tied to the land by rights of ownership or occupancy, will not stay to till a barren soil when more fertile holdings are still available inland.

(*President.*)—How long have you been Collector of Agra?—Off and on since August 1895. I was for seven years Collector of Muttra. I have been a long time in this part of the country.

Mr. H. C. A. Conybeare.

31st Mar. 1898.

(*Mr. Holderness.*)—You say in the 1st paragraph of your note that the Revd. J. G. Potter, a Baptist Missionary, once suggested to you that missionaries might be appointed volunteer circle officers. You didn't take any action on that?—No, the work was very heavy. In some instances circle officers had to inspect ten villages in one day and there were hamlets too. I don't think it is a thing for volunteer effort. I don't think volunteers would work on all through the hot weather.

Had missionaries gratuitous relief on their own account outside the city?—Mr Haythornthwaite gave a regular dole and Dr. Valentine also; in fact a good many doles were being given in Agra.

Did missionaries exercise any sort of enquiry before giving a dole?—We had some doubt as to whether some people were not getting doles twice over. I found two people were.

Did Mr. Haythornthwaite suggest to you that your village relief was too restricted?—Yes.

Did he suggest that a good many people who were not entitled to relief were getting it? And did he also suggest that some people who should have got relief did not get it?—I don't think he suggested it. I have since heard of it.

Had you any correspondence or conversation about the insufficiency of gratuitous relief in Agra?—I had various conversations with Mr. Haythornthwaite, and he used to criticize the distribution in the city. He was not sure that relief was going to everybody who needed it. That was the fault of the distributors.

It didn't reach the persons on the list?—There was that suspicion. With regard to the statement in Mr. Haythornthwaite's pamphlet about 30 deaths, I may say that in Agra there was abundant provision for relief of all kinds. We had poor-houses that would accommodate 1,000 people and nobody was ever turned off from there. They never had the full number. There were not only poor-houses but also relief works where there were 17,000 people being relieved, and there was the Charitable Relief Fund organization which began earlier here than in other parts. Then there were private relief organizations. We found many people had come in from Dholpur. I sent back 200 people to Dholpur in one day and these often returned.

I understand you consider there was sufficient relief given in Agra?—Yes, ample.

The wanderers were mostly people from outside?—Yes, mostly from Dholpur.

There was a further complaint about the mortuary registration?—The order to the police was that they should report every case of a death attributed to starvation. In the course of the famine I only received five reports of deaths which were supposed to be due to starvation. After enquiry not one could be said to be due to starvation.

I think his complaint is that deaths occurred which did not come to notice and were not brought on to the register?—Yes. He says they were deaths of strangers. Of course if a person is unknown probably his death would not be reported. The rule is that the head of the family should report the matter to the police.

In the case of a wanderer in the city would his death come to the notice of the chowkidar?—Certainly it ought to. I doubt the statement about 30 deaths.

I understand he never told you?—No.

With regard to the 2nd paragraph of your note, what is your opinion about the intermediate system?—On the whole it was advantageous as modified. They began by giving one mile of road to a contractor, and that was altered afterwards; they gave a small task to a family.

I understand the contractor was introduced for a short time and abandoned?—Yes, then they gave a small task to a family, perhaps three people (one digger and two carriers). On the whole, I understand from what the District Engineer says that the people earned more than under the contract system.

Did you ever look into the question of wages yourself?—No. I believe myself that all precautions were taken to prevent people being cheated.

I mean having regard to the amount of the task they did. Did you look into the question as to whether they were earning a subsistence wage?—It varied according to the price of *bajra*. Under the intermediate system payment was made by results.

Did you enquire what they were earning on an average?—No. It cost more in the way of establishment, but on the other hand there was a saving, as no middleman was brought in.

Was the introduction of the intermediate system followed by a fall in the number of workers in Agra?—I don't quite remember.

Were you apprehensive that the people who required relief were being driven off on account of the intermediate system?—No, here the doubt was the other way; as regards giving work to people who did not really require it.

Who were the people who came?—Most of the enquiries showed that they were the wives of menials, syces, and grass-cutters and that their husbands were earning wages in Agra.

But not much more than in ordinary years?—No.

Grain was at double the price?—Yes.

Then possibly the income would not be sufficient?—Yes, but you must take into account the amount earned by the children.

In paragraph 4 under head (*b*) you say that distress was acute only in two tahsils, Bah and Khairagarh. Had you relief works in each tahsil?—Yes, large works and also relief works under 65 A.

Were all these relief works conducted under the intermediate system?—Yes.

Did you personally see these works during the hot weather?—Not while the intermediate system was on.

Had you any complaints from tahsildars or revenue officers that the intermediate system was not giving sufficient relief?—No.

What is the present condition of these two tahsils?—I think they are doing very well.

Had you gratuitous relief in these tahsils?—Yes, everywhere.

Has there been any great loss of cattle there?—I believe there was considerable loss of cattle, at all events there was a meat trade going on. In Agra meat is salted and exported to Burma. That did a great trade.

Do you think agriculturists were driven to part with their cattle?—I think so to some extent.

Was this because fodder was dear or because agriculturists were hard up?—Fodder was dear.

In the district generally mortality was not excessive till the later months of the year?—At that time the question of fever complicated it.

In Bah and Khairagarh was the mortality excessive?—I don't think it was.

Were there any signs of depopulation?—No; during the cold weather of 1896-97 there were reports of emigration to Malwa, but that happens always.

Since the famine was over there have been no signs of depopulation?—No.

You say as soon as work in the Agra Park was closed in consequence of cholera, other works being provided at a few miles distance from Agra, the numbers on relief suddenly subsided. Was that because the work was too far?—It was not too far, but they didn't care to go so far. Women and children were not so distressed as to care to go any distance.

I suppose their wages would depend upon the work they did. If they had to walk some miles to their work that might reduce the quantity of work turned out. Perhaps you have not looked into the point?—No.

As to mortality, you say the average of the ten preceding years had been about 35 per thousand; in the year ending with September 1897 it rose to about 37. Do you connect the excess mortality with fever?—In a famine year people who are weakened are unable to resist fever.

Did you have any special enquiries made as to the fever?—Yes.

Was it a fact that fever was prevailing among all classes?—No.

You know there was high mortality and you connect it with fever?—Yes.

You say village works were a failure in the district. Was it because landlords would not take advances?—Yes.

Did they think the terms too hard?—I don't think that. I think they would have taken advances freely, but we could not get proper persons.

Were you anxious to have village works?—We tried to get proprietors to take them up, but they would not come forward.

You didn't attempt them through direct agency?—No.

What sort of reservoirs do you refer to in your note?—Ordinary village ponds, which can be improved considerably.

This was not taken up?—No, not to any extent.

With regard to suspensions of revenue, you say that you believe they were granted with too free a hand?—Yes, I was not consulted in the matter.

Was that at the beginning of the famine?—About the autumn harvest of 1896.

You think these suspensions were not required?—Not in every case. Perhaps in Bah and Khairagarh they were.

You suggest under the heads (*c*) and (*d*) that village works, like large works, should be placed under the control of the Public Works Department. Why do you suggest that?—I don't see why you should have a divided Government in this matter. They are really public works.

(*President.*)—They are not public works with a public works object?—They are an improvement of villages, a work of permanent utility.

(*Mr. Holderness.*)—There is a question whether the public works staff is adequate?—I think they can get provisional hands more easily than we can.

As regards the wheat that you say Messrs. John & Co. imported, was it solely for their factory hands?—Yes, they have 800 hands.

It was not a successful experiment?—No.

Had it any effect on the local market?—I don't think so. I think many people did not know of it.

You would divest the Collector of all control over the management of relief works which have been entrusted to the Public Works Department on the ground that the Collector is overworked. Would you still make the Collector responsible for all relief arrangements?—After works were started I would divest him of all control.

What control did you exercise?—Frequently the only thing I did was to fix wages.

That is a non-professional matter?—Yes.

Would you not continue that amount of control?—I think the Collector might be consulted as to the wages, but I think once you have given works over to the Public Works Department it is for them to run it themselves.

(*President.*)—Don't all kinds of relief hang together, Public Works relief and village relief?—Of course I would consult the Collector as to the amount of work required, but when once the Public Works Department have started works then let them continue.

(*Mr. Holderness.*)—If you found people who are coming to your village relief work are getting into bad condition?—Of course that would be mentioned in the report to Government.

Mr. H. C. A. Conybeare.

31st Mar. 1898.

Would you merely allow the Collector to report that to the Superintending Engineer?—Anything of that kind the Collector would bring to the notice of Government in his fortnightly report.

Even then the Collector would exercise some supervision?—He would tell the Public Works Department authorities what works were necessary. You would report to the Commissioner and he would communicate with the Public Works Department.

Had you any difficulties with the Public Works Department?—None.

With regard to the population question, the population of both Muttra and Agra has risen?—In Muttra it has retrograded since 1853. There have been two falls. Between 1853 and 1863 there was the mutiny and between 1872 and 1881 there was famine and fever.

I suppose no test censuses have been made since the last famine?—No.

Have any measures been taken to check the chowkidars' reports?—I cannot say. I have been away during the cold weather. None in my own time.

(*Mr. Higham.*)—You say village works were a failure?—I mean there were very few landlords who volunteered to make them.

Do you think landlords wanted improvements?—They had to pay back advances which they did not like.

They took no interest so far as their tenants were concerned?—I think the zemindars did not care about the people to be relieved (Chamars, Koris, etc.).

Do you think the intermediate system, when rigidly enforced, resulted in keeping any people away from works who really required relief?—I cannot say. Of course, there was a drop in the numbers on relief after the intermediate system was begun.

That system depended upon the head of the family coming forward, but how about the case of a family that had no head; for instance, if you had no diggers and several carriers?—I think among labourers there would be few such families. When a widow has lost her husband the younger brother has to marry; she is still subject to the head of the family.

There must have been many cases in which women and children came to works without men. Do you think they found employment under this system or were they obliged to go away?—I did not hear any complaints about their being turned away.

It was not so marked as to come to your notice?—No.

RAI DURGA PARSHAD BAHADUR, of Farukhabad, called in and examined.

I put in written answers to the Commission's questions.

Rai Durga Parshad Bahadur.

31st Mar. 1898.

*1. No particular area of this district was affected, but scarcity was general in the whole district. The distress was more severe in the villages having *khaki* and *bhur* soils than those irrigated by canals or wells.

2. The distress was due to failure of rains and high prices of grain, as well as scantiness of harvests.

3. (*a*) The quantity of rain in the famine year was half that of the previous years. The *kharif* crop was about one-third, and the *rabi* about two-thirds, of the normal crop.

(*b*) The prices of grain were higher than in the past famines.

4. The condition of the affected area was normal up to the failure of the rains, but the harvests of latter years were poorer than usual.

5. There are some villages which, owing to the badness of soil and want of irrigation, do not enjoy a fair measure of well-being even under normal circumstances, and usually obtain their livelihood with some difficulty. The condition is not peculiar to any section of the population.

6. There are three kinds of soil in this district: (1) that irrigated by canals; (2) that watered by wells; (3) that dependent on the rains.

7. The people have no reserves of money or food, and in the event of failure of rains and harvests they take their cattle to other villages, and go themselves to the city or other villages where there is work for labourers.

8. The late distress is considered more severe and durable than that experienced in the famine of 1877.

9. I can say nothing by my own experience on the first part of the question; but, as sufficient relief was given where it was wanted, I think that the estimate was correct.

12. As far as I know, relief was given to those persons who really deserved it. It is rather difficult to say that there were no irregularities. Relief was given after full enquiry and test.

13. I think the persons relieved were entitled to such relief.

18. The test prescribed by the Famine Commission is proper, and the experience of the late famine confirms this view.

19. Labour was no doubt a condition of receiving relief in the cases of those employed on test work, but persons in the poor-house or those receiving gratuitous relief were not compelled to work.

20. Women and children were also employed on the test work.

* The numbers refer to the questions drawn up by the Commission.

Rai Durga Parshad Bahadur.

31st Mar. 1898.

27. Cooked food was not at all distributed in this district, but gratuitous relief was given through the medium of the poor-houses and money was distributed to the indigent at their homes.

28. I myself had experience of home relief in three villages, and I think that it was conferred on those persons only who were in real want.

29 Gratuitous home relief was not given too early in this district; and I have no recollection of the past famines on this point. It is evident that relief is more beneficial and saves lives if given in time, and people do not desert their native places. Excepting two or three sections of the people who have no hesitation in accepting charity, the other sections are not at all affected by an early distribution of relief. It has been experienced that many persons at first refused to accept any gratuitous relief; and those persons who had some means of private assistance totally refused to accept Government relief.

31. Relief in the form of loans, *taqavi*, and remission and suspension of land revenue was given. I know nothing about the relief given in the former famines.

32. It is hoped that these people will gradually, though not speedily, recover their former position if the future crops and trade are not injured. There will probably remain no permanent effect of the late famine in this district.

33. There are no defects other than those I shall mention later on under "Poor-house and Orphans."

35. *Patwaris* are maintained for this purpose.

39. In this district poor-houses were opened, test works were started, and relief was given to *parda nashin* women and invalid persons at their homes in the form of money, and to landlords and cultivators by means of *taqavi* and suspension and remission of land revenue as well as seeds.

40. I have gained personal knowledge of the working of these measures as a visitor to the Farukhabad poor-house; the distribution of money to *parda nashin* women, etc., was in a portion of the town under my supervision; I have also gained some experience of *taqavi* and suspension and remission of land revenue as a landlord.

44. I can speak of three kinds of relief:—

(*a*) poor-houses;

(*b*) gratuitous relief distributed at the homes of persons;

(*c*) relief given to landholders and cultivators by means of *taqavi* and suspension and remission of land revenue.

(*a*) As to the poor-houses, I am of opinion that such relief was adequate both with regard to the help given to the poor and from the point of view of economy; but, as I have stated separately, it would have been much better, and the relief would have been more beneficial, if the rations of the inmates of the poor-house would have been a little increased and the winter clothes also would have been supplied to them to the extent of their wants. The greatest advantage of such relief is that the persons who wander here and there and whose number increases very largely in famine days, so much so that they become a nuisance to the public, obtain their livelihood under proper supervision and good arrangement.

(*b*) The persons whose troubles are not known to the public and who do not like to look to others for their help are relieved in this way. Besides, the villagers and members of a family receive relief at their homes and are not compelled to separate from one another. The only shortcoming in the system is that it is difficult to find out persons who are in real need; that such persons cannot be tested properly, and there is generally some risk of leaving out deserving persons and helping the undeserving.

(*c*) *Taqavi* is very beneficial to the needy cultivators, but it is a matter of experience that the benefit of *taqavi* is not fully enjoyed by the cultivators. The menial servants of Government derive an undue advantage from it, and the petty landholders are not willing to stand as sureties without claiming a share for themselves. The result is that the cultivators who were unable to find sureties or who were utterly destitute are not relieved. I have expressed my opinion as to suspension and remission of land revenue in another place.

45. I have already stated what I think about the poor-houses, and suspension and remission of land revenue. On other points I have no sufficient experience.

148. Not more than 1 per cent. of the population was at any time placed on gratuitous relief in my opinion.

149. This sort of relief was mainly given to the inhabitants of city.

150. In fact this help was confined to those who were incapable of work; for instance, those that were old, young, and infirm. The help was also given to women who did not appear in public.

151. In ordinary years such persons can support themselves even by a small labour, but at the time of famine they can't do so, since they are not paid for what they work or the petty income they somehow earn is not enough for their maintenance. Persons of means no doubt consider it their duty to help their relatives in ordinary times; but when scarcity overtakes them, they can hardly be expected to do so, for they can then feed themselves, their dependants and near relatives with great difficulty.

152. Yes; the persons relieved were children and women (*parda nashin*).

153. A reliable estimate cannot be had, but there will be no necessity, in my opinion, in this district of helping more than 4 per cent. of the population during an acute famine. The numbers may vary with the severity and stage of the distress.

154. I cannot agree with the view that if the number of relief workers attending the relief works be small, it may be presumed that no great amount of gratuitous relief is required. The two things differ from one another. There are certain circumstances under which, notwithstanding famine, only few persons are likely to attend the relief works; for instance, when irrigation is going on, many labourers are engaged thereby, while *parda nashin* women receive no help. Under such circumstances it will be wrong to conclude that as a large number of persons do not attend the relief works, no gratuitous relief is required.

155. Yes; this also is a test of necessity.

156. In my opinion it is not proper to help an incapable person, who, without a reasonable cause, declines to go on to the relief work, even though his relative is ready to go thereto.

157. Yes. I also think that gratuitous relief at home is more popular with the people than any other help; and it is also a fact that there are certain castes who do not consider it objectionable to seek such help, although they are not absolutely destitute and not incapable of labour, on the relief work; but on the other hand, it has also been observed that there are certain families, the members of which will never take such help, however sore their condition may be.

158. Of course it was. In Farukhabad there are nine municipal circles. Every circle was at the time under the supervision of two *raises*. They themselves visited every house and personally distributed money to persons after a careful scrutiny and enquiry, and it was under the general supervision of the Famine Committee. The same procedure was followed by the *patwaris*, zamindars, and kanungos in the rural areas under the control of Tahsildars and Deputy Collectors.

159. In my opinion there is no necessity of increasing the staff of supervising officers any more.

160. Of course it does if the recipient does not belong to a class habitually receiving alms.

161. So far as my experience goes, I can say that the relief given by the State did in no way prove itself an impediment to private and village charity. It was neither stopped nor decreased thereby.

162. None of the persons given relief in this district would be employed on light manual labour on relief works. The incapability may be ascribed partly to their infirmity, partly to *parda nashini*, and partly to the influence of respectability.

163. No.

164 and 165. I do not agree on this point. If such kitchens are opened, certain classes who ought to be relieved will certainly be deprived, some by reason of *parda nashin*, some by reason of social and caste feelings, and some by reason of disgrace.

166. It will not be practicable. It is rather arduous, costly, and useless.

167. Gratuitous relief was in this district given in the form of cash and it is the only easy form.

168. It was given to people at their houses.

169. I never heard such a complaint, and the reason was that the lambardars and zamindars were also included in the organization and were held responsible for the distribution of money.

170. The police were not required to do anything in the matter; it was carried on with the help of *patwaris* and kanungos. Lists were prepared by the *patwaris* and supervised by the kanungos, and when the officers visited the localities, they perused them, made enquiries, and saw the recipients, if necessary.

171. The city *raises* and the zamindars rendered a ready and valuable assistance in the work.

172. The population of the poor-house was large in January and February 1897, but in other months it was fluctuating.

173. The inmates were chiefly the agricultural class belonging to other districts.

174. Persons of the better castes or of respectable position generally do not like to resort to the poor-houses for relief. It was possible that the hardships of famine might have made them ready and willing to go there, but men of high position would not even then have consented to do so.

175. As long as the poor-house existed, the mortality was not at all high.

176. The mortality of the Farukhabad poor-house population was high in the month of February. The deaths were due to old age, weakness, and diseases. These persons died only two or three days after joining the poor-house. In February the average number of the inmates of the poor-house persons was 875, of which the number of deaths was only 38.

178. Most of them had come from Hardoi and Shahjahanpur, and their appearance showed that there was much suffering in those districts.

179. The Farukhabad poor-house lasted till the 15th September 1897. Able-bodied inmates were sent to test works on several occasions and to their homes.

180. Ration prescribed by the Famine Code was given in the poor-house; those who were weak and sick were given other diet. The famine rules are in this respect somewhat hard; the object of sending the poor to these houses is not only that they should somehow be kept alive, but the chief object should be to keep them there for some time and to make them strong, so that they may be able to work on relief or test works, and thus earn their livelihood. This object can only be obtained by giving them as much food as they can digest. The quantity should be as follows: 10 *chataks* flour; 1½ *chataks* pulse; ½ *chatak* salt and spices. Those that are weak and sickly and whom the ordinary ration would not suit may be given wheat bread. This will soon restore them to their original condition. I speak of course of this Province and not of Bengal. The poor-house diet should in no way be similar to that of jails, for the inmates of a poor-house are feeble and famine-stricken, who, unlike the prisoners, have no clothes to protect themselves from the severity of cold. It is for these reasons necessary to give such diet to paupers as should impart warmth and strength to their constitution.

181. The rules of the Famine Code are in all respects sufficiently explicit and detailed, but blankets in winter are indispensable for the inmates of a poor-house. The rules as to protection by fire, conservancy, etc., are amply sufficient.

182. In my opinion powers should be given to district authorities to enable them to send beggars and wanderers by compulsion to poor-houses, and to detain them there. Although such powers were exercised to some extent in this district, I should like the Magistrate of the district to be empowered for the purpose by an exclusive order of the Local Government. There seems no necessity of passing an Act.

183. In Farukhabad *sadar* poor-house inmates did a little work, *e.g.*, cleaning, levelling, cutting grass, entwining ropes, etc. They were not required to make baskets, to spin, or to do any other work. They did not pay attention to these works, though inducements were held out to them.

184. In my opinion, if there were no proper supervision over the paupers, more than half of them would have run away, and as such persons were in the habit of wandering about the streets and troubling men for nothing, they were not allowed to leave the poor-house at their will. Those who were considered fit for work were sent on to work at the relief works. Notwithstanding all this, a number of them managed to effect escapes.

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199. Advances were made to the landowners and cultivators who were in need of seed-grain and cattle, but on condition of good security, the consequence of which was that the advances could not reach the cultivators, who, though very needy, could not give security. I cannot say how much money was thus advanced.

201. The cultivators were much benefited by the money advanced to them for cattle and seed; and I believe that more could have been spent advantageously.

202. Advances were made (1) without interest, (2) with interest at 4½ per cent.; the first to be recovered within a year, and the second within six years.

203. As far as I know, no money was advanced to landowners and cultivators for purchase of food.

204. The principle is good, for if cultivators were required to submit to self-acting test of accepting work on a relief work, it would badly affect agriculture, and this would not improve the condition of the people.

205. It appears more economical to aid by advances, as the work they may be required to do may be practically useless, and it is opposed to principles of economy to spend on useless work.

206. If sufficient enquiry will be made before making advances, there is no fear that every cultivator will take a loan and cause undue outlay by the State. Advances should be limited to those cultivators (1) who are really needy; (2) who cannot easily get aid from others; (3) whom it would be impolitic to send on relief works on account of their being agriculturists.

207. In this district the land revenue is some 12,00,000 of rupees, of which nearly ₹60,000 was suspended and ₹18,000 remitted.

208. Under the present law, when the Government suspends or remits the whole or a fraction of the revenue, it is binding in turn on the zamindars to suspend or remit double the amount of the revenue on account of rent in favour of their tenants.

209. In my opinion this form of relief has no doubt much benefited the landowners and cultivators. But as regards suspension, I think it does not answer the object aimed at; for when the suspension orders are issued, it becomes difficult to realize from the cultivators even the amount, the payment of which is not suspended, and the result is that the landowner is so over-burdened that he cannot get rid of it even when good seasons succeed. A small remission will do more good than if a large sum be suspended. It is difficult to say to what extent persons have been kept back from relief work or prevented from falling into debt; but I do not hesitate to say that had there been no remission or suspension, large numbers would have resorted to relief work or run into debt.

210. I am of opinion that the suspended land revenue can under no circumstances be so easily recovered as that of the current year, and that the amount of pressure required to realize it will depend on the condition of each individual landowner.

211. The suspended revenue will be recovered in four instalments, and the corresponding rent will be realized in a like manner.

212. As far as I know, the law does not specify whether such suspended land revenue should carry interest, but generally interest is allowed on arrears of rent not paid on the fixed dates; so the question of interest rests with the landowner and the Court.

My opinion is that such arrears of rent should carry no interest.

214. Yes.

220. At the end of a famine efforts should be made to make over the orphans to their relatives, caste men, or those of the same community. If such men are not forthcoming, the Hindus should be made over to the Hindus and Muhammadans to Muhammadans; if both the alternatives be impossible, they should be sent to orphanages, where their religion would suffer no change.

221. In my opinion the Government should continue to support the orphans till they are disposed of as above, for it is not expected that private orphanages can afford to meet all their expenditure.

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273. The food-grains ordinarily consumed by the labourers and artizans in the town or the country are as below:—

In winter—	In summer—
(1) *Bájrá.*	(1) *Makká.*
(2) *Moth.*	(2) *Juár.*
(3) *Munga.*	(3) Barley.
(4) Rice.	(4) Gram.
(5) *Arhar.*	(5) *Bijhra.*
(6) *Matar.*	(6) *Gujai.*
(7) *Ronsa.*	
(8) Wheat.	

274. They have two meals—one at noon, the other at night. The first consists of bread and *dal*; the second of bread and vegetables. Most of the labourers take parched grain between the two meals, and those who have cattle use *matha* for *dal*.

275. When the grains mentioned in the answer to question No. 273 run short, the poor people live on the following grains:—

(1) *Sama.*	(4) *Kasari.*
(2) *Murwa.*	(5) *Kodon.*
(3) *Kakni.*	(6) *Jharwa.*

and in this district the poor people live upon *phut, kakri, ghunya*, potato, *gajar*, sweet potato, *tarboz, ber, khira, kharpoza*, and mango.

276. During a famine they do not consider whether a thing is palatable and digestible or otherwise; they eat what they can lay their hands on.

277. They were not seen to object to eating any grain whatever; nay, they did eat with relish the grains produced from grass, collecting it with great efforts.

278. In the poor-house the following grains with one vegetable were supplied; barley, gram, *juar, makka*, wheat, rice, *mung, urd*, and *arhar*.

279. In the poor-house the paupers were fed twice a day, *i.e*, at 10 A.M. and 4 P.M. (1) on bread and *dal*; (2) on bread and vegetables.

280. There was no complaint about food, except that of quantity fixed by the Famine Code. I also view the matter in the same light, specially as regards children who are ordinarily habituated to eat several times.

281. I do not know the exact quantity allowed in the jails; but it appears from the talk with the jail authorities that the quantity allowed in the poor-house is less than that in the jail, and, further, that the prisoners are given three meals.

282. Scarcity was due to—

(1) deficiency of harvest;
(2) scantiness of stock;
(3) apprehension of famine;
(4) holding up of stocks for high profits.

The first two were the main causes of the high level of prices.

284. The grain dealers were not very active in trading in grain, because they never expected high profits. Differences of prices were balanced by the freightage and other charges. Most of the traders of this city were losers in bringing grain from other districts; because when the traders went to those districts where the grain was cheaper, they found that it had risen in prices, or when a large quantity of grain was imported into this district, there was a fall in its price.

285. When the villagers could not find grains in the nearest marts, they had to purchase it at a higher rate (probably a *seer* per rupee) from persons who had storehouses of grain.

287. There was a small quantity of grain in this district as compared with the previous years. The city itself contained not even one-tenth of the usual quantity; nevertheless, very little grain was exported.

288. The traders did not gain much in the end. Those who had a stock of grain made some money in the beginning, but they suffered losses afterwards.

289. All grain pits and godowns in the city were depleted. People lived on the grain that came to market from day to day.

290. Some of the zamindars and cultivators of this district had surplus private stocks of food-grain. Hearing of famine, they at first held up what they had, but eventually as the fears subsided, they sold a portion and gave another portion to their tenants for purposes of seed.

291. There was not much difference.

292. There was not unusual difference between wholesale and retail prices.

293. I do not think that the habit of storing food-grains diminished among these people, but as the prices had been higher for the last one or two years, very few grain pits were filled in this district.

294. The railways and roads certainly stimulated the annual exports of the district. I am inclined to think that while exports were made, little attention is paid to local requirements The result of this is that there is almost a uniformity of prices in districts where the harvests are good and the districts where they are poor. Traders are ready to promptly carry grain to places where it may be needed.

297. There was a falling off in both the classes of labour.

298. The wages of agricultural labourers went up in places where there was work on account of canals or wells. The wages of other classes of labourers did not rise, for, as a general rule, all sorts of works are stopped during the famine.

299. Competition with foreign goods and the goods produced by the Indian mills has certainly reduced the purchasing power of the artizans of this country. There was a time when the muslins of Dacca, the cloths of Chanderi and Benares had a large demand, but now they are not appreciated, and the artizans who manufactured them have been reduced to poverty.

300. Although I have no personal experience of the former famines, yet if I may judge from the panic and the death-rate of the previous famines, I may say that the people have shown an increased resisting power. This is partly due to the fact that the people do not now believe that a time can come when grain will be absolutely out of reach, partly to the fact that the people have been gradually accustomed to high prices, and partly to the fact that the administration of famine has very much improved.

302. There is no doubt that the people had to dispose of their jewellery, brass pots, and cattle to a far greater extent than in ordinary years. I am not in a position to say how this matter stood in former famines. Most of the jewellery sold was of silver, and this in spite of the fact that there was a fall in value of silver.

303. I do not think that prices could have been lowered in any tracts by adopting this system. Ordinary private trade would surely have been affected by it, for traders would have hesitated to come forward under these circumstances for fear of competition and risk of loss.

311. If grain were not exported from India, prices would certainly fall, and in the event of a famine the sufferings of the people would be less acute.

316. Speaking of my own district, so far as my own information goes, I can say that food stocks were not large anywhere. The people believed that if there would be no imports, the stocks in the country would not be sufficient for ordinary requirements.

317. Not in this district.

(*The witness gave his evidence in the vernacular*).

I live in the town of Farukhabad. I have a zemindari in the district. I used to look after the poor-house at Farukhabad. It was located outside the town limits. I was also in charge, along with others, of the distribution of gratuitous relief under the Code in this town.

There were no relief works in my district. We had no famine, but there was general distress as both the kharif and rabi were damaged. The maximum number in our poor-house was 890. The majority of the inmates were cultivators. About 500 of them were from the Hardoi and Shajahanpur Districts. There were some Koris but no Jolahas. The Koris and Jolahas of my district were not badly off. Their ordinary work was slack during the famine, but it did not stop altogether.

In the poor-house meals were given strictly in accordance with the Code. We considered that the Code rates were not sufficient, and we made a representation to Government to raise it. But it was not raised. Charitable people of the town used to send every now and then *puris, laddus*, mangoes and other fruits for the inmates, and we used to distribute them

as supplementary to the Code meals. In the long run it is not a good policy to under-feed the people. For in that case they do not gain strength and they leave the poor-house in a state which unfits them to do their ordinary work. The inmates used to complain always that they did not get enough to eat. We also thought the same. The jail ration, as I have said in my printed note of evidence, is higher than the Code ration.

The gratuitous relief that was given reached the majority of those who needed and deserved such relief. There was a good deal of relief of this kind given and it saved many lives. But what the people got was not quite enough. A woman gets R1 to 2 per month. In my opinion it should never be less than R2. I think the men got a little more.

As regards the cases referred to in my answer to question No. 157, I have to explain that I have offered gratuitous doles to some women of the *Bania* caste secretly, but when they came to realize that this was charity, they refused to accept the aid. They had no suspicion of the motives of Government, but their sense of honour forbade them to accept such relief.

As regards my answer to question No. 158, the municipal members divided the work among themselves, each member holding himself responsible for a part of the town. Most of the people relieved in this way were women. Many among them were of the families of the Nawabs. Brahmins and other superior castes were also among the number. During ordinary times they spin, do other works, receive aid from friends and relatives, and in this way they get on. The relief was stopped in September 1897. By that time *makai* and other smaller millets had ripened and had become available for food. The relief was rightly stopped then.

As regards my answer to question No. 178, the information therein given is based on the registers kept at the poor-house.

Taqavi was given to sink *kuchcha* wells. This has done great good. No tanks were dug.

As regards orphans, until they are able to maintain themselves, the Government ought to support them. We have taken up all orphans in our district. The Government ought to support those orphans only who are not taken up by people of their own religion. We had about 22 orphans.

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As regards my answer to question No. 284, the loss to the grain-dealers was caused by the high prices not being maintained till the end. Those who sold at once made profit. There are not now many grain pits in my district, the reason being that the prices have been high. The custom of the people is to pit grain every year, and this custom still exists. This year, owing to the good crop, the pits will probably be filled in to a great extent.

Nobody died of starvation in my district, but some must have died of privation. I have heard that there were cholera and dysentery in the district after the famine formerly; there was also a good deal of fever. It raged so severely that in many families all the members were laid up. I cannot say what was the cause of this fever. It was more in the villages. There is now no lack of labourers for agricultural operations. As to export of grain outside India, there is no doubt that considerable profit results from this trade. But there is this much to be said against it that if the grain instead of going out remained in the country, it would accumulate and prices would in that case be low.

As regards my answer to question No. 300, the people are now confident that owing to the railways howsoever severe the local failure of crops, grain will come from more favoured parts of the country and thus the local wants will be met. There will thus be no lack of grain for the people to eat.

There have been large sales of silver jewels—gold ornaments are not generally to be found among the people. Many cattle were sold for want of fodder. They fetched low prices. The poor-house was opened in October 1896 from the municipal fund. The majority of the inmates came from other districts. Among these strangers there were many deaths, as they came in a very poor condition. They were mostly from the Hardoi and Shajahanpur Districts. The Hospital Assistant used to be always present in the poor-house. The Assistant Surgeon used to come every now and then and supervise. The hospital was in a separate enclosure.

RAI SOHAN LAL BAHADUR, District Engineer, Agra, called in and examined.

I put in written answers to the Commission's questions.

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*2. Failure of rains and harvests and high prices.

3. (*b*) The prices were higher than those experienced in 1877-78.

8. The famine of 1896-97 was more extensive and severe than that of 1877-78.

10. The number of persons relieved in the Agra district never reached that standard either in 1877 or in 1897.

11. The maximum number on relief works in the Agra district was 32,119 in the month of July on the intermediate system work.

12. Nowhere in the Agra district the total population relieved was larger than necessary.

13. I should think not. All those in need of relief received it.

14. The relief arrangements were sufficient in all respects in this district.

15. The relief given in this district was very successful. Practically there were no deaths from starvation on the works.

16. There was temporary decrease in the number when tasks were fixed and family system introduced, but all in want of relief returned to the works two or three days after. This system checked those who did not like to work and thus were not in want of relief.

18. I think this principle was always observed to the fullest practicable extent in this district.

19. This principle was observed so far as public works were concerned; but adult dependants and those under seven years of age were paid without giving any work. The work was, as far as practicable, taken commensurate with the labourer's powers.

20. Work was exacted from every recipient of relief of either sex above seven years of age.

21. The average number of dependants on the works was 27 per cent. I consider the number of dependants was high, as the labourers in *most cases* brought children not their own.

22. The wages and task were such as to constitute stringent test of necessity. The task rendered was about three-fourths at least, and the wage paid was just sufficient for subsistence.

23. One work was found insufficient in this district and more works had to be opened. People did not like to leave their homes and reside on the works until reduced to do so, and I would not advise their leaving home if work can be provided sufficiently near, say within five to six miles radius. The dislike by the people to reside at the work does not constitute an effective and a fair test of necessity in my opinion, as most people do not like to leave their homes if possible, and consequently are reduced in strength before they join work at a distance.

24. The highest number was 32,119 in July, exclusive of dependants, or about 3 per cent. on total population and about 5 per cent. on the population of the affected area, leaving out the irregular tahsils.

26. I think people showed greater eagerness and came at an earlier stage of distress on the works than at the previous famine. This is due to their appreciating the assistance offered by Government and early exhausting of resources and not to liberal terms.

27. Gratuitous relief was also given on works to dependants besides in poor-houses.

30. The gross cost of direct famine relief on works has been R3,34,693, for which 3,542,336 persons were relieved, the cost per head being 18 pies per day per unit.

The relief given was administered economically on the present occasion.

36. Returns are reliable in the (1) case, but not sufficiently reliable in (2) and (3).

39. I had only to do with the relief given on works under my charge, and also distributed some clothing from the Charitable Relief Fund, which did not amount to more than R1,000 in all.

*The numbers refer to the questions drawn up by the Commission.

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41. The piece and intermediate systems of works were not recognised by the Famine Codes, as they did away with the dependant and had no minimum of wages.

42. All the measures provided in the Famine Codes were tried, but the intermediate system was found more effective and economical.

43. In the intermediate system the wages were so calculated as to provide for dependants and Sunday holidays. That is, enough of wages were given to three workers so as to cover for two more children dependants and Sunday holiday, and I think they were sufficient. The system led to less fraud on the part of the establishment.

44. In the above system there was (*a*) no loss of human life, and (*b*) the system worked economically.

48. The different classes in distress (*a*) of course were much in favour of task work at Famine Code system, as it gave them less work to do, inasmuch as they could get the minimum wages without doing the full task; but when the advantages of the other system were fully known the workers who did not like to be idle and (*b*) of the intelligent section of the community appreciated it.

52. The average number of day units which can be used on a *kachcha* road in this district is 7,000. In the case of a new *pakka* or metalled road the number would be about 24,000, but it would be difficult to employ a large number of labourers at the quarries in this district.

53. All the works constructed in this district were of permanent utility.

54. There is still room for improving the existing roads 150 miles, and new roads can be constructed to the extent of 50 miles.

55. The collection of metal is of very little value in this district until it is brought to the roadsides at the same time, as it requires much space for collecting at quarries, which are generally situated in cultivated lands.

56. It was collected on roads only for immediate use.

57. The first object is answered all right (ii). In this part of the country tanks are simply used for watering cattle and very few for irrigation purposes.

70. A district list is maintained and revised yearly, and sufficient estimates were ready in advance when distress appeared.

71. (*A*) About 5 miles.

(*B*) About 20 miles.

72. Relief should be given at an early date to keep the strength of the relief workers.

73. I would not recommend conveying of the agricultural labourers to long distances, as it would take them away from their fields and thus break up the village population required for field labour on the fall of rains.

74. Residence on works has been the exception in this district; people residing within six or seven miles of radius always returned to their homes.

75. The residence on works was never forced in this district.

76. High task and low rates of wages are sufficient test. I would not recommend residence obligatory. In fact, I would rather induce them to return to their homes daily if that were possible.

77. Yes, the residence on the works is distasteful to the people and most of them undergo extreme privation before they leave their homes for works at a distance. There were very few instances of starvation or emaciation, as sufficient number of works were provided in this district within easy distances.

77A. Most of the cultivating classes of the higher grades do not like to go long distances or to reside on the relief works.

78. The establishment will be insufficient in that case.

79. No reductions were allowed for distances or task increased in the case of those residing on the work.

80. About annas five per month per worker.

81. The cold and hot winds attendant on residence on the works did affect the health of the people.

82. No blankets were provided, but they were wanted badly.

83. The proportion of dependants was large when the works were nearer their homes, whether large or small, but the number decreased when they were away from homes, as in the former case they brought children not their own.

84. In this district piece works were only carried out as test works, and the comparisons are therefore not very useful.

85 and 86. I think that piece work is only useful as test relief work or where the distress is not very acute.

89. A maximum wage is required to be fixed in such cases, beyond which no man should be allowed to earn, and separate gangs should be formed of such labourers.

90. Not more than 60 workers in one gang.

91. The amount will fairly be distributed if the headman is one of their own selection or one of them. The complaints were frequent when such was not the case.

92. Only one-third of the establishment will be required in piece work of what would be wanted in task work.

93. There would be difficulty with regard to those accustomed to this kind of work.

94. I would class them into three classes—A, B, and C; (A) able-bodied, (B) fairly able-bodied, and (C) weakly.

95. Fourteen *chataks* for A, 12 for B, and 10 for C for males; and for women proportionately less.

96A. There should be different wages for men and women within the same class, that of women being about two *chataks* less than men.

97. It is enough to classify children above 12 years into two classes; those under 12 may be in one class only.

98. Eight years.

99. To fine them up to the C class wages. If they do not do their task even then, to send them to the poor-house, which they will not like very much.

100. Fixing of a minimum wage demoralizes the workers, as most of the natives are content with less wage than doing hard work.

101 On some of the works when task system was in progress; there was on every work a certain percentage who preferred receiving D class wages to doing any work at all.

102. I would do that to a certain extent to encourage people not to be idle and to make them do their full task.

103. I prefer paying somewhat higher wages on work days to make allowance for Sundays, as paying extra wages for a holiday leads to much fraud on the part of establishment, and a number of extra workers and new entries were always found when Sunday wages were distributed.

104, 105 and 106. Could not be answered, as Mr. Higham's report was not available for reference.

107. It could be done to a certain extent, but such distribution is not reliable. Diggers can always be employed as carriers, as they are, with very few exceptions, all males in these parts, but carriers (women) are always against digging work, as females are seldom employed in such work in these parts.

108. Not more than 30 workers, that is 10 diggers, males, 10 women carriers and 10 children carriers.

110. I did a greater part of my work, that is, from 25th March to 15th September 1897, by means of the modified intermediate system, and I certainly prefer it to task or piece work, though it requires somewhat more establishment to look after. The system of check is much more effective and leads to less fraud, and workers depend much on their own individual exertions and are better content with their lot.

111. I would prefer this system to all others and would adapt it to all districts and works were it possible, as the difficulty lies in getting so much extra establishment in the shape of *muharrirs* and mates. The system will not be effective until the work and wages of every family worker were recorded in their tickets.

112. The proportion of adult male workers to women and children was 1 to 1·70, but the proportion was larger on works near the Agra city, where women and children were always found in excess of the number we could employ as carriers. Besides, the proportion was also greater on the works in parts of the district where irrigation work either from canal or wells engaged the male portion and women and children came to the relief works. This difference was noticeable in all the different systems of work, and particularly in the beginning and end of relief operations.

113. I have already given the reasons of excess of women and children. The excess about Agra city works

was due to the males being employed in private employment on somewhat higher wages and those on the outside works. This was the case when labour was required in the fields, where they could earn wages in excess of those given on famine relief works. I think it very necessary to give State relief to the wives and children of those employed by private individuals to save them from starvation. Although men in private employ get somewhat higher wages, but still they are insufficient to support themselves and their families.

113A. At such times openings of large public works would be of great help to the people and would enable them to retain longer their independence and full working powers; and in that way they would be able to hold on until such works are in progress.

113B. Even after a famine has been ended it would be advisable to keep open certain special works to employ those remaining on the relief works until such time as to enable them to find employment elsewhere; but the wages on such works should be low and the task rather exacting. There should be a maximum fixed, but no minimum in wages.

114. All kinds of works with the exception of small village tanks and wells.

118. Government officers of the naib tahsildar, kanungo, and kurk amin class, who had done before any out-door work, educated men with respectable antecedents and good social standing, students of the Indian Engineering Colleges who have gone at least through one year's course of training at the colleges, and Government servants in other departments getting R50 pay or above would be suitable for employment as officers-in-charge.

119. Certainly the officer-in-charge should entirely be under the direct orders of the Public Works Department.

120. Everything connected with the relief work under the charge of a Public Works officer should be under the control of that officer, including payment of labour, conservancy arrangements, etc., with the exception of bazar arrangements and matter connected with supplies.

121. It would lead to better management if inspecting or controlling officers were given magisterial powers for punishing petty cases of theft, looting shops, etc., to be exercised and dealt with on the spot. But I would not place these powers in the hands of an officer-in-charge.

127. There was no such practice. But those sent with such *chalans* were also admitted. All persons asking for work were taken in, and those unfit for work were sent to the poor-houses.

129. The maximum and minimum number of workers in one charge should be 4,000 and 2,500 respectively.

130. Cash doles should only be given to those children who cannot go and take their meals at the kitchens, that is, children under three years of age.

133. No such complaints were received in this district.

(*President.*)—You are District Engineer of Agra?—Yes.

When did you take up the post?—In August 1895.

When did you begin to see signs of distress?—At the end of November 1896.

After prices had gone up?—Yes.

Were there many beggars coming into Agra?—Yes.

Did you go to the south?—Yes.

Was it in the south?—Yes, towards the Khairagarh Tahsil.

(*Mr. Higham.*)—You began work in the district on the task-work system?—Yes.

How long did you work it?—About a month.

What was the task you gave?—From 125 to 150 cubic feet, in sandy soil 160 feet.

You gave that task to one digger?—Yes, and two carriers.

Did you fine the digger?—Yes.

What was the scale of fines?—Up to two pice in task-work, on the Code system only one pice.

What did the digger get if he did the full task?—Six pice on the 12-seer basis.

When did you fine him?—When he did less than 125 feet he got 5 pice.

Did you ever fine below that?—No.

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What did you pay carriers?—Four pice. There were only women carriers.

You never had men?—Not when working on the Code system.

Did you fine carriers under the Code system?—If they didn't carry they were fined.

If the digger did 100 feet?—Then the carrier was fined 1 pice.

Big children?—They were never fined.

And small children?—They were never fined. The women were fined from 4 pice to 3, but never below.

What did you pay them on Sunday?—4, 3 and 2 pice respectively.

That is not the D wage?—Yes, it is on the 12-seer basis.

At any rate you paid them the dependant's wage?—Yes, and called that the D wage.

What was the proportion of men to women and children in the Agra District?—It was 1 to 1·70.

Do you know how they were distributed in successive months?—No.

Have you any statement showing the attendance every week?—Yes, but not here.

Did the percentage of males vary from time to time?—Not generally; at the beginning and end when crops were being sown the men went away and left their women and children on works.

After one month you introduced the intermediate system?—Yes.

Was that petty contract?—Yes.

How many contractors had you?—We had only a few on one or two works.

How long did you keep on with contractors?—From the end of December to the 20th of January.

Why did you stop it?—I received orders to start the Code system.

Was the work unsatisfactory?—I think it was.

Why?—Because people complained that they did not get full wages.

Complaints were made of short payments?—Yes.

Then you introduced the modified intermediate system?—Yes.

When working with contractors did you ever give gratuitous relief to children?—No.

Did you give gratuitous relief afterwards when the intermediate system came in?—No, except cooked food at the latter end of the famine in July.

How much?—Children under 7 one pice.

Not till July?—No.

Why then?—We found children were being starved and so the Commissioner ordered it.

Had people gone off works?—No, the highest number was in July.

You didn't feed children before?—No.

(*President.*)—Do you think the people did not feed their children at that time because they didn't earn enough, or for any other reason?—I think the wages were not sufficient at that time. Prices were high; we were paying on the 12-seer basis.

(*Mr. Higham.*)—What was the rate of prices?—Twelve seers.

You always worked on the 12-seer basis?—At the beginning we paid at 9 and 10.

When did you reach the 12-seer basis?—After February and stuck to that.

When you worked on the modified intermediate system, how did you make up your gangs?—We called them family workers; one family had one digger and two or three carriers; 16 such workers were placed under a mate and about 200 workers under a mohurrir.

Did you measure the work of each digger separately?—Yes.

Each digger had two carriers?—Yes.

Two adult carriers?—One child and one adult.

(*Mr. Holderness.*)—What was the lead?—Up to 150 feet, and if it exceeded that we gave them another carrier.

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(*Mr. Higham.*)—Supposing a man came with three or four other people instead of his wife and children, how did you arrange the extra people?—We formed a new family gang and gave them to their neighbour.

You had to break up the family?—Yes, but we tried to give work near.

You didn't mind breaking up families?—We tried to give them work nearer among their own village people.

You got the people of one village together?—Yes, and we employed the extra women and children to break up clods.

What was the ordinary task on the intermediate system?—The task varied according to the season, also the capacity of the worker and according to whether it was hard or soft soil.

In pretty hard soil the task was 125 feet on the Code system. Was it the same on the intermediate?—In the hot weather we reduced it to 80.

Then you had a maximum task?—Yes, 130 feet.

Supposing the Code task was 125, what was the maximum you gave on the piece-work system?—130 feet.

Would a man get an extra wage for doing 5 feet extra?—No. The maximum wages were fixed.

You didn't pay an extra wage?—No. We never paid more than the maximum.

You never paid more than 6 pice?—No, when paying on the 12-seer basis.

You say in your answer to question No. 43 that on the intermediate system enough wages were given to three workers to cover two more children dependants and a Sunday holiday. How did you give them enough wages?—In the modified intermediate system on the 12-seer basis, we paid them up to 7, 6 and 4 pice.

Carriers?—Six to women and four to children.

If they did extra you gave one pice extra?—Yes, in the case of weakly gangs.

(*Mr. Holderness.*)—For what?—For an additional task done by weakly gangs.

(*Mr. Higham.*)—That is not quite in accordance with the Government Resolution?—These wages were fixed by the Commissioner for weakly gangs.

Do you think the party was able to earn enough to support two dependants?—I don't think they could earn enough both for dependants and the Sunday wage also.

What did you allow for dependants?—At that time the order was to send dependants to poor-houses, that is, adult dependants. An extra pice only was allowed for children.

Did you find that all the parties earned the maximum wage?—No.

Did half of them earn it?—Eighty per cent. did. They got 4 pice a day extra if they did the full task.

(*President.*)—Do you think that if they got 4 pice a day extra, and if the old dependants were sent to poor-houses, they could maintain young dependants?—Yes, but they cannot support them on Sundays without work, because the whole of the families do not have adult dependants. They mostly have children.

(*Mr. Higham.*)—If you had extra carriers how did you manage?—We simply employed them to break clods.

You never put more into the gang than the prescribed number?—No.

You put extra carriers to miscellaneous work?—Yes.

Supposing a man said he did not want the third carrier?—We reduced the task. We gave him full wages if he did the full task.

Were there many cases of that kind?—Only a few.

You say in reply to question No. 30 that the gross cost of direct famine relief on works has been R3,34,693. for which 3,542,336 persons were relieved, the cost per head being 18 pies per day per unit. Does that include those on relief works?—Yes.

Do you know the numbers of men, women, and children on relief works?—Yes, as follows:—

Men	1,177,414
Women	1,200,193
Children	785,453
Dependants	379,277
	3,542,336

In your answer to question No. 95 you propose to give able-bodied persons very much less than they get now. Do you think 14 chattaks enough for an able-bodied man?—Yes.

What do you base that on?—On my own experience. If he gets separately for women and children it is enough.

You propose to give 12 chattaks for B class?—Yes, to fairly able-bodied persons.

(*Mr. Holderness.*)—In addition to that 14 chattaks, do you propose to give him pulse and other things?—Yes.

(*Mr. Higham.*)—Would you give an able-bodied man enough money to buy 14 chattaks of grain?—Yes, and extras are separate.

You say there should be different wages for men and women; if both did carrying work did you give different wages?—No.

Why do you propose a different wage if they are doing the same work?—Because a man requires more.

Supposing he is a weak man and can only carry?—Then I would pay him the carrier's wage.

All children are in one class, you think there should be two?—Yes, weakly and able-bodied.

You say in your answer to question No. 101 that on every work there was a certain percentage who preferred receiving D class wages to doing any work at all. By the D you mean the dependent's wage?—Yes.

Twelve chattaks?—Yes.

(*President.*)—You say in your answer to question No. 83 that the number decreased when they were away from their homes, as in the former case they brought children not their own. Did the people who brought others' children do so to get food for the children at the request of the relations and others who stayed behind in the villages?—No, they divided the profits between them.

What did they get for a child?—Two pice for children under 7 and 1 pice for children under 3. That was what we paid.

Under whose orders were these rates paid?—The wages were fixed by the Collector or Commissioner.

Do you think people got much profit out of that?—Not much, but even half a pice is something to them.

Do you think people would lend their children in order to make a small profit?—Yes, they divided the profits between them.

How did you ascertain that?—I found out that many children were being brought in this way and I turned them off.

Is it not likely that people who did not wish to go to works and had difficulty in feeding their children, would ask somebody who was going to works to take their children?—That may be possible.

Is that not more probable than that they were making a profit out of a pice?—May be, but those children who came without their guardians we sent away as fit to be admitted in poor-houses.

You said in answer to a question by Mr. Higham that you paid men and women, when doing carrying work, the same wage; then you also said that you had no men carriers?—Very few.

Are you sure you paid the same wage to men and women carriers?—Yes, on the modified intermediate system.

When task-work was going on then you paid men and women differently?—Yes.

Even if doing the same work?—We had no occasion to employ males as carriers then.

In future if a man and woman are doing carrying work, would you give them the same?—I think there should be a difference because a man requires more grain than a woman for consumption.

Probably he is a weakly man if he is carrying?—Then I would give him the carrier's wage.

When task-work was going on, what proportion of people got the D wage?—I should think about two-thirds.

Do you think that the people who got the D wage and nothing else would remain strong?—No.

As a matter of fact they got a good deal of cheap meat and things, did they not?—In Agra they did.

You explain in your answers to questions Nos. 112 and 113 that a number of men did not come on to works. I

suppose the private wages these men got were not in famine times enough to enable them to support their families?—No.

Were the wages the same as the ordinary wages of ordinary years?—Those given by private persons were about the same.

(*Mr. Holderness*).—Do you propose to give more flour for Class A than that laid down in the Code (Code shown to witness)?—I never saw these tables of the Revised Code.

What were you referring to in saying you proposed to give 14 chattaks for A Class?—Twelve chattaks I consider not sufficient for an able-bodied man, 14 chattaks of grain is required.

You say you wish to give 14 chattaks, is that grain and pulse?—Yes; both.

Would you give anything else?—Vegetables extra.

You have not worked out what the grain equivalents of your proposals would be?—No.

Under the intermediate system, as I understand it, a party of three would earn R0-4-3 a day, as follows: A man R0-1-9, a woman R0-1-6 and a child R0-1-0. If they earn that for six days they would get Mds. 0-25-6, that is, supposing the 12-seer basis to be in force. If these people were working on the Code system on the 12-seer basis, a man would get R0-1-6, a woman R0-1-0, and a child R0-0-9; for six days that gives Mds. 0-19-6. On Sundays a man gets R0-1-0, a woman R0-0-9, and a child R0-0-6; that would be R0-2-3 for Sunday. The difference is that the people on the intermediate system, if they do a full task for six days, get Mds. 0-25-6, against Mds. 0-21-9, on the Code system. That would leave Mds. 0-3-9 for dependents?—Yes. *Rai Sohan Lal Bahadur.*

That would be sufficient for dependents?—Yes, for two child dependents. *31st Mar. 1898.*

I suppose very few always did the full task of 125 feet?—About 80 per cent. did it every day.

How was it that numbers ran up in Agra during the beginning of the rains?—The cultivators who hadn't come before came in large numbers when the rains failed in June and July.

You say the people disliked living on works?—Most people did, except those living at a distance. Some came from four or five miles off daily.

It is strange they earned a day's task and walked 10 miles?—Yes, they were all professional labourers and did their task in three or four hours.

If they had not been professional labourers they could not do it?—No.

It amounted to the exclusion of all but professional labourers?—Yes.

(*President*).—Do you think that living on works led to any demoralization or lowering of the morals of the people?—No.

Under the intermediate system you had difficulty in getting diggers?—Only when the people went away to sow their fields.

In that case the people who came to works would not be able to do the full task, would they?—We had very few cases of that sort.

REVD. MR. J. G. POTTER, Baptist Missionary, Agra, called in and examined.

I put in a written statement of evidence. *Revd. Mr. J. G. Potter.*

As requested I am happy to lay before you such evidence as I possess, with reference to the late famine, and a few suggestions which are the result of much thought and careful observation, in view of any future famine with which the Indian Government may have to deal. I may state at the outset that I have spent the whole of my 16 years in India (excluding one furlough to England) in the district of Agra. I have during that time mixed freely with the people in nearly all parts of that district. At the beginning of the famine I travelled with my wife in a recognised famine tahsil of the Agra district, and since the famine I have again gone over the same district, making careful enquiries on both occasions, both from the people and Government officers. I have also read the North-Western Provinces and Oudh Famine Code and the recent report on famine administration in connection with the same. *31st Mar. 1898.*

Before suggesting what in my judgment may aid to perfect that administration, and calling attention to some defects which have come under my personal observation, I wish to state that, taken as a whole, the provisions of the Famine Code are admirable, and that the devotion of His Honour the Lieutenant-Governor and staff in dealing with the late famine richly deserve the warmest recognition on the part of all loyal subjects of the Empress of India. Any criticisms I may find it necessary to make on the details of that administration are, therefore, not to be regarded as indicating a desire to find fault, but with the view of aiding the Government in making provision for still further perfecting its arrangement to cope with any famine which may occur in future years.

I.—In the first place I would strongly urge *that famine relief work should be more varied than at present so that, as far as possible, men and women should be employed at famine rates, on such work as they are accustomed to do.* For instance, to require an old and feeble weaver, accustomed to work in the shade, to leave his home and either dig or carry earth on road or tank work, is neither in the true interest of justice or economy. It stands to reason that a man can always do his best work *at his own trade*, and further that many people physically unfitted for road work might, if employed in work to which they are accustomed, give a fair return of labour for such support as they might need. I am aware that section 127 of the Famine Code does offer this *suggestion* in the case of *weavers*, and section 124 suggests that respectable women *may* be allowed to *spin cotton* at the minimum famine wage.

After the experience of such work during the late famine, especially as I understand in the case of Madras, I should like to see these *suggestions* embodied in the code as *rules* laid down rather than as mere suggestions which may or may not be acted upon. Not having heard of any Government scheme for such work in the *North-Western Provinces*, I may say that, with the aid of other missionaries, I have had the opportunity of testing this plan of relief on a fairly large scale, and am satisfied that it is just the relief most suitable and most appreciated by a very large number of such people as suffer most at famine times. I cannot say as reported from Madras (*vide "Pioneer,"* February 18th) that such work can be made remunerative, as to do so would mean to pay such rates as could not fairly be called *relief*, yet I can say, as the result of experience, that the return of work for the amount paid corresponds to at least 13 annas in the rupee, which is more than can be said of some forms of relief work.

I have found on enquiry a large proportion of *weavers* engaged in road work, many of whom were not really fit for it, but had to undertake it, as there was no alternative. I have further found that *cotton spinning* is work which almost all women can undertake, and which neither caste, creed or social position prevents them from gladly accepting, as a means of livelihood when necessary. As an instance of this, I may state that in one large village of the Agra district not less than 70 high caste widows were thus supported during the late famine, and that in another, after the introduction of such relief work, it was found possible greatly to reduce the list of those in receipt of gratuitous relief from Government.

II.—I am convinced that *every effort should be made to prevent the necessity of people leaving their own villages for work at a distance unless in the case of able-bodied men.* It is a well-known fact that only as a last resort will people submit to that test, and some I am convinced, would rather die among their own people than leave their village homes for distant relief camps. This may be provided for by starting small relief works in the early days of scarcity according to section 63 of the Famine Code. No such work having been started in the district I visited during the famine, many of the people had, as far back as

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February 1897, been compelled to desert their village homes. Of that number, not more than half are reported to have returned when I made enquiries a year later after the famine. I cannot therefore agree with approval given to the "long distance test," as referred to in the Government Report. With a house to shelter them, fuel to be had for collecting it, and neighbours who are friendly, it is possible for poor people to live on much less than that required amongst strangers at a distant relief camp. The only test needed therefore, in my judgment, is to offer a premium in the way of a slight increase of pay to such as have to go long distances for work. Or, in other words, to reduce a little the amount estimated as necessary for the support of men, women and children in such gangs when they take up work near their homes. As an instance of the evils of compelling people to go long distances to procure work, I may mention a case which came to the notice of an English Engineer of my acquaintance, in which a poor widow arrived at the works almost starved, yet during the time that she worked, having pinched herself to have something for the little ones she had left at home, and then having carried home after a few days the little that she has saved, died herself as the result of her self-sacrifice for her children's sake. It is easy to say it was her own fault for not bringing her children on the work. That may be, still the fact remains, as I can testify from painful personal experience, that many poor women, with children dependent upon them, absolutely refuse to leave their homes or even part with any of their children, saying pathetically "if we must die we will die all together at home".

I will not enlarge upon the *moral* danger of unprotected women, working in relief camps far from their homes and among strangers, but I am convinced that it is real and great, if even a tithe of the reports which have reached me are true. And further, there are strong sanitary grounds for urging that by preference work should be found for the people near their own villages.

If it be asked *what* work I would suggest, I would refer to the fact that there are near many villages old tanks or rather pits with just enough stagnant water in them to make them both useless and dangerous to health.

There are also great heaps of refuse, the accumulation of generations, near many villages quite unsuitable for manure or any useful purpose. If therefore this refuse were used in filling up the old and dangerous pits that abound, a most useful sanitary measure would be secured and work found for all who needed it. Such work might be given out to any responsible man or men in the village concerned, on such conditions as would secure the employment of all who needed work at famine rates.

III.—The third recommendation I have to make is that *charitable relief be distributed to the destitute impartially, without reference to caste or creed.*

I have found on enquiry that those who have had to arrange for relief given at the people's homes have acted on the supposition that low caste people can go to the poor-house, and hence many of such who come under section 54, classes (*d*) (*viz.*, those who from age or physical weakness are incapable of earning their living) and class (*e*) (those who have little children requiring their presence at home) have been passed over.

I have found that conviction so strong that one who had largely to do with the distribution of the Mansion House Fund relief told me that it was not intended for low caste people such as Kolis and Chamars. It is surely cheaper and better every way that poor widows who cannot earn a living, and especially women with little children to attend to, should receive a dole *at their own homes* instead of being told that they must enter the poor-house before any relief can be given. I have found a *real* caste prejudice against the poor-house even amongst some who had not much caste to boast of. Still whilst it exists, poor women have often to submit to what their caste people decide for them, even though the caste people do nothing themselves for their support. Some of the worst cases of distress I have found amongst those who have been judged ineligible for the Government dole, such as deserted wives and widows with large families of little children. Some of the former were, I fear, the result of the "long distance test" to which I have before referred. In the villages where I have made enquiry the very few low caste people who have received the Government dole, have almost all of them been blind. In the case of others, old and infirm, the help has been given to high caste people with very few exceptions.

IV.—The fourth proposal I have to make is *that in time of famine the European staff at the disposal of Government should be greatly strengthened.* This need not cause much extra expenditure, as a large number of missionaries and others would gladly volunteer their services. Some such offers of service have to my knowledge during the late famine been respectfully declined. Instead of this it seems to me that at the very commencement of the famine such offers of help should have been *invited.* Had any *public* meeting been called at Agra for instance, I am quite sure that a liberal response would have been made to the appeal both for men and money, and a strong and representative Local Committee could have been formed. After carefully reading over the Famine Code, I am convinced that it is impossible that its wise and just provisions should be carried out by the ordinary European staff of Government servants, in addition to their ordinary and necessary duties or even by that staff augmented to the extent indicated in the Government Report on the late famine. On page 469 of that Report occur these words: "Attention has been called to the exceptionally low proportion which the cost of establishment bears to the total expenditure. This is due to the policy which this Government steadily pursued of working almost entirely with native agency, and trusting to precise rules, constant supervision, and exact procedure controlled by European officers for the maintenance of fair dealing and strict discipline." I must say that my experience does not agree with the strict accuracy of that part of the statement which refers to "*constant supervision and exact procedure controlled by European officers.*" I would therefore invite the attention of the Famine Commission to the following facts which came under my observation during the late famine, with the hope that the supervision may be more effectively controlled by *European* officers in any future famines with which the Government may have to deal:—

(1) *Road work.*—(*a*) On February 17th 1897 no payment whatever was made to the 1,000 or more men, women and children on the road along which I passed, yet a full task of work was expected of them the day following.

(*b*) At least a dozen, one of whom was an old woman, showed on that date deep cuts on their arms, legs and backs, the result of the cruel treatment of their high caste overseer.

(*c*) Seven men shewed on their arms the deep cuts made by the coarse (*mong*) rope by which they were first bound, before being beaten with stripes. These marks were clearly visible when I called the Thanadar to witness them two days later. I have since learned that the Thakur of the village where it took place, himself received a cut from the overseer's stick, because he sought to interfere. The only excuse for this was a report of interfering with the overseer's servant, a high caste man, by the Chamars who were thus brutally beaten. On my report it is true that the overseer was transferred from that work, but I have yet to hear of any severer punishment meted out to him.

(*d*) The task was such that the people had to work from 6 A.M. to 6 P.M. with no proper rest during the day, on account of the hardness of the soil and the fact that it was in many places full of kankar (limestone).

(*e*) No Sunday rest was allowed as provided for by section 91 of the Famine Code.

(*f*) The exaction of fines, which were rather the rule than the exception, in many cases reduced the worker's wages below the minimum allowed by the Famine Code.

(*g*) Neglect to put on many who applied for work, causing great distress to those who were either kept waiting or sent away unemployed.

(2) *Charitable relief in villages.*—In villages where I have made enquiry I am convinced that such relief has been quite inadequate, and in many cases irregular. I give the following as an instance of what I mean. In a large village in the famine district well known to me, where only 400 bighas out of the ordinary 3,376 were under cultivation a year ago, and from which very many (said to be 400) people had fled to get work elsewhere, *19* only out of the many names sent in as distitute, were relieved. Of that number one blind woman received four pice for 8 months; the remaining 18 received help for from *3 to 4 months* at the rate of *3 pice adult and 1 and 2 pice children* according to age. In other words when the famine was at its worst the sum expended on charitable relief in this large village amounted to only *9 annas 6 pies* daily, and further, *from June 16th to 30th, for some reason or other even this allowance did not arrive.* In another village where my wife and I after careful enquiry found 50 people in urgent need of the Government dole, 9 only received it.

3. I am less acquainted with the methods of giving *charitable relief in towns*, because till the end of March, and then only after the matter had been urged on our part, were any of the 40 missionaries at Agra put upon the Local Committee. I know enough, however, to warrant my saying that a larger and more *representative* Committee would have been able to do more and better work than that which it was possible for the Agra Local Committee as constituted to do.

4. I carry on *industrial work among famine people* which we have found by experience requires close and constant supervision. Had a larger European staff been at the disposal of Government as it might have been, had the offers of missionaries and others been accepted, relief work need not have been confined practically to road, tank and other earth-work.

5. The *care of orphans during the famine* might well have been entrusted to missionary and other suitable agency. A friend of mine in the Central Provinces where the orphans on the hands of Government were so numerous, told me that by God's help after this charge was made over to him by Government, the mortality was reduced from nearly 90 to 19 per cent. If this plan could have been generally adopted, many precious lives might have been saved.

6. *Poor-house inspection.*—If it were found undesirable to hand over the care of poor-houses to voluntary agency, when such was forthcoming, at least much might be done by more constant *European inspection.* A doctor of my acquaintance, visiting a poor house infirmary known to me, found next to a living patient the dead body of a man covered with flies, who as a doctor he could certify *must have been dead 8 hours*, yet the native attendant seemed to be quite unaware of the death, and had therefore up to that time taken no steps for removing the same. Yet this occurred during the hot season.

7. Extra European agency is also needed to check more carefully the *mortality and other statistics* supplied to Government. For instance on page 502 of the Government Gazette for November which gives the official report of famine operations, it is stated, "the number of deaths ascertained to be due to starvation have been recorded month by month. They amount in all to 25 deaths between September 1896 and October 1897." To report a death by starvation, as the report itself shews, leads to an official enquiry as to the cause, and hence the probability of censure to those in whose district it has occurred, and hence the probability of the death being attributed to other causes. I for one find it difficult to accept the statistics on this point as correct, in view of the fact that in one small station of the North-Western Provinces which I have visited, over *500* famine children were received and provided for, nearly all of whom as far as could be ascertained were orphans.

In conclusion I desire to thank the members of the Commission for the opportunity of placing these facts and proposals before them, and to ask that they will consider them in the spirit in which they are given. My only desire is that in any future famine the administration of relief measures may be attended with even better results, and the success of which may be even more pronounced than in the present instance.

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(*President*).—You are head of the Baptist Missionary Society at Agra?—There are two missionaries here.

How long have you been here?—I have been 16 years in Agra.

You were not here in the former famine?—No.

Mr. Haythornthwaite has written a letter in which he has asked that you may be treated as his deputy. He says that the relief measures might have been more successful if there had been more European supervision. Is that with reference to relief in the town?—I should refer it to the whole of the famine relief measures.

He suggests that in future the Government should call for European volunteers from missionary bodies, if unable to obtain an adequate supply elsewhere. What sort of officers would that include?—Circle officers, superintendents of poor-houses, and the care of orphan children while the famine is on.

Mr. Conybeare came to the conclusion that nobody would do the work properly unless it had been his sole business. He said that they had to be out in the sun a good deal and he didn't think any European, except he was under official orders, would have cared to do it?—Our trouble was that the work was not done.

Many natives have done very good work in the famine?—I quite agree, but unless there is close supervision you can hardly expect it to be done by natives.

What do you think is required?—(1) A weekly visit should be paid by officers; (2) a weekly abstract sent in; (3) there should be a report of sickness; (4) measures should be taken to see that relief is properly distributed. In our judgment the European staff was altogether inadequate to exercise proper supervision.

How many missionaries will ride about in the hot weather and visit works from day to day do you think?—I don't know till volunteers are asked for. Perhaps only a few; that certainly is a difficulty, but still volunteers will come forward.

It is extremely trying work?—Yes, I admit that, yet many of us could do it. Many big relief works were very little visited by European officers, and hence all the trouble.

He says "European missionaries ought to be invited freely to join relief committees, and to help in every way possible, and not be banned as a body of men whose only object in undertaking relief work is to use the suffering of the people as a means of proselytism." I don't think that any of the officers took that line, that feeling may prevail among Hindus and Mahomedans?—The people in Patna asked that relief should go to them through missionaries. In money matters they trust us implicitly. I think they trust us before anybody else.

I am quite prepared to believe that, but I don't see why he should think that officers of Government should take that line?—I think officers of Government should be strictly neutral, let everybody be invited to help and don't disqualify people because they are missionaries.

Did you apply?—Applications from three missions were sent in; at first there was the difficulty of getting an interview, then after the interview a missionary was not put on to the local committee till as late as the end of March, and then only when a strong representation had gone in. That missionaries can do something is shown by the fact that, apart from Government help, we spent half-a-lakh of rupees on famine relief at Agra.

How did you prevent your work overlapping Government work?—The work that our mission did was industrial work which Government did not touch. Mr. Haythornthwaite's work was casual relief which Government did not really touch.

Was any precaution taken to prevent it overlapping?—There was an exchange of lists. Mr. Haythornthwaite prepared lists of the people helped and these were sent to Government. Government promised to consider these cases and put them on to relief lists, but he never heard any further.

We were told there was a poor-house here which was always capable of containing 100 to 200 more than were in it, and that people preferred not to come to the poor-house but to get a dole, so that they would be free?—Yes, certainly, the people had a very strong objection to the poor-house—as strong as they have in England.

In Mr. Haythornthwaite's report the following statement occurs: "In two villages in the Agra District it is reported on reliable authority that out of 400 in one who left a year ago, only 200 have returned. In another only 30 out of

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100. These missing ones may be alive and dwell elsewhere, but their friends have not heard of them since they left." Do you know what villages?—Rahlai and Pasanti, in the Khairagarh District.

What is the authority of that statement?—Patwaris.

It has not been checked by house-to-house counting?—As to the first statement, one can only go upon the fact of the emptiness of the village. It is such a statement as one can make when the villages have been visited before and after the famine.

When was the last visit paid?—At the end of February 1898 and the first in February 1897.

Do you think this is exceptional?—I don't think there is anything very exceptional about it, perhaps they were a little worse-off than some.

There is another statement in his report that "from the months of March to October, over 30 deaths occurred amongst those whose names were registered by me". Do you suppose that the writer himself saw these bodies?—This would occur among those who regularly attended for doles. The only information would be from their relatives and others who used to come with them.

Mr. Haythornthwaite says, "of those only two, who were sent to the hospital, are officially known as having died in Agra." How did he know that their deaths were not reported or officially known?—I can hardly answer that.

This is a conjecture, that they would not be registered?—Yes.

He says that in the case of deaths of homeless strangers the formality of a visit to the registrar was omitted. What did he mean by that?—People did not take the trouble to report them. People dying away from their villages would be seldom reported.

It looks as if Mr. Haythornthwaite did not know the system under which deaths are reported?—The chowkidar is the registrar of the village, in that sense it is correct.

(*Mr. Holderness*).—You relieved weavers. How did you manage it?—We bought raw cotton and had it cleaned on our own premises; we then supplied this cotton to women in their own homes. That was spun by the women, who returned it to us. It was then handed to weavers who brought it back to us in the form of durries and cloth.

Did you fix a certain amount to be done?—We paid by the weight.

How did you settle the price?—By weight.

If you buy a durrie, so much represents workmanship and so much material, what proportion would represent labour?—We reckoned that a family of five workers could earn about 4 annas a day.

Did you accumulate a lot of durries and other material?—No, they were all sold. The durries have been mostly taken by the Agra local committee.

Do you think that many weavers went to relief works?—I know large numbers went to road-works.

Do you think they should be relieved at their own trade?—Yes, that is the infirm; the able-bodied weavers could work on roads.

Why do you object to residence on works?—Because of the breaking up of village life. In many instances families were left in a starving condition, the men having gone to relief works.

Would they not send their wages back?—No, there was nothing to send, there was no surplus. In my judgment the wage is hardly sufficient.

You say charitable relief should be distributed to the destitute impartially, without reference to caste or creed. Is there any distinction drawn?—I know many villages where it was.

They could go to poor-houses?—Yes they could go, but as a matter of fact they won't.

Where are these villages?—In the Khairagarh Tahsil.

You say a good many people were not on the gratuitous list?—Numbers were particularly low in one of the worst districts.

How did they get on?—They survived by eating grass which animals would not touch, and by eating the bark of trees. Numbers died as soon as fever came. They were practically victims of the famine.

Did you report this to the Collector?—No.

You don't know anything about those 30 deaths mentioned by Mr. Haythornthwaite?—No.

You mention that in one small station which you visited over 500 famine children were received and provided for, nearly all of whom, as far as could be ascertained, were orphans. What station was that?—Mahoba.

Apparently from that you draw the inference that more than 25 deaths from starvation occurred during the famine?—Yes.

(*Mr. Bose*).—How do the weavers you relieved generally get their supply of raw materials?—They buy it from bunniahs.

In the open market?—Yes.

Have they any special class of money-lenders to whom they go?—No.

Did you deal direct with the weavers you relieved?—Yes.

Did you make a special selection of the weavers you helped; if so, how?—Most of them stood this test that they had been driven into Agra by the famine. Those who gave cotton enquired into the circumstances of each case as far as they could.

Can you say how much you spent on this relief, what you realized by the sale of the articles made and the gain or loss of the transaction?—We lost three annas on every rupee.

Could you say how many heads of families and how many people in all and for what period you thus helped with the sum which represents your loss?—The average earnings were four pice a day of each male or female. About 3,000 people were supported by us for six months. I cannot give you all the information separately. We reckoned our loss at three annas per rupee.

Had you any difficulty in disposing of the articles you got?—No, missionaries took the coarse cloth and gave it to the poor.

What sort of articles did the weavers make for you besides durries?—*Dhootis* and *saris*, etc.

Were the clothes they made of coarse cloth generally used by the poor classes?—Yes.

(*Mr. Holderness*).—Khairagarh was the place you visited most?—Yes.

Do you consider the distress there was very great?—Yes, throughout the tahsil.

Have you been there since the famine disappeared?—Yes.

How are the people now?—Fairly well off now. They are badly off for clothing, but otherwise they are well off.

Has there been any decrease in population?—Yes, owing to famine fever.

Have you any medical knowledge to enable you to say what kind of fever this was?—It was ordinary malarial fever.

Where was this relief work where you say the people were beaten?—On the Khairagarh-Saiyan road.

Did you bring that to the notice of the authorities?—Yes, and the man was suspended.

(*President*).—Mr. Haythornthwaite says that "towards the beginning of March my wife and I noticed a number of lean and cadaverous-looking persons along the roads, who were evidently villagers and strangers, driven to Agra by the pangs of hunger." I suppose that refers to March 1897?—Yes.

When did you first notice anything?—There was something like grain riots in October 1896, which was the first thing I noticed.

Prices were comparatively low then?—Ten seers to the rupee.

Supplementary written statement of evidence by Revd. Mr. J. G. Potter, Baptist Missionary, Agra.

Revd. Mr. J. G. Potter.

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As requested I am glad to supply this supplementary evidence to that already laid before you. My experience of the late famine has reference especially to the Khairagarh Tahsil of the Agra district, in which I travelled with my wife from January 26th to February 26th, 1897, and again after the famine from December 1st to 23rd, 1897, and February 14th to March 3rd, 1898.

This tahsil was recognized by Government as a famine area from January 1st, 1897. It was so *in fact* long before this, yet up to the time that we remained in it, *i.e.*, till February 26th, properly prepared lists of those entitled to gratuitous relief, under section 54 of the Famine Code, had not been submitted to Government. It is true that we heard of a few villages where something had been done, but in many nothing had been attempted. A reference to the dates at which such relief was begun, shows in such *patwari's* lists as I have since inspected, that it was very *late in arriving*.

When it did arrive, as I have pointed out in my former evidence, it was in my judgment quite *inadequate*. In the village of Pusainta where my wife and I personally saw such as, in the judgment of the zamindar and patwari, were in urgent need of relief, nine obtained it out of 50 recommended, and at Rahlai where I personally visited a number of those recommended by the village authorities, less than half of those needing relief obtained it.

I have further to point out that such relief as was given was not without *partiality*, and thus not in accordance with the principle laid down in the Famine Code, which seems to have been entirely misunderstood. That is to say, in classes D and E the *all* referred to seems to have been understood. I refer to Brahmans, Thakurs and other high caste people only. Classes A, B, and C, *viz.*, idiots, cripples and blind people seem to have received relief without reference to caste, but not others. The theory being apparently that such low caste people as were entitled to the relief should leave their homes and go to the poor-house. I submit the following two instances of villages in a district where Chamars, Kolis and other low caste people abound. The names, ages, etc., were supplied to me from the *patwari's* books and may be relied on.

At Mohur Khera ten only received charitable relief. Of these, four were of the Thakur and two of the Brahman caste, mostly widows of advanced age. Of the remaining four, two were quite blind and one nearly so leaving only one, a widow of 15 years of age of the Kumhar caste, as compared with six Thakurs and Brahmans. At Bhakur eight were relieved, of whom four were of the Brahman and two of the Thakur caste. The only low caste people relieved were both blind.

As I have said this district abounds in low caste people, and many and bitter complaints were made to us of neglect. Some it would seem had been disappointed even after their names had been submitted by the local authorities. That such was probably the practice I cannot doubt as the Secretary of a Local Relief Committee of my acquaintance told me distinctly, that even the Mansion House Fund money was for the higher castes only.

I would strongly urge that in any revision of the Famine Code which may be made, it be clearly pointed out what people are entitled to gratuitous relief under classes D and E of section 54.

The following cases may illustrate my point. It is certain that relief was urgently needed, yet I cannot see clearly under what section of the Code it could have been given:—

(1) A woman with four children, under six years of age, one of whom was blind, whose husband being nearly blind, had to get his living by begging.

(2) A widow woman with five children under the age of 10 trying to support her family by gathering sticks and grass for sale.

That such cases as the last mentioned do need help may be proved by the fact that the little child of one such, who died in trying to feed her starving children, was placed in our orphanage at Agra.

The next question which I wish to raise has reference to *the allowances made to labourers under section 108* of the Famine Code. When I visited the relief works in the Khairagarh Tahsil I found the wages as follows: Class A *9* pice, B *7* pice, C *6* pice, and D *5* pice. Before I left the district these allowances had been reduced to 8, 6, 5, and 4 pice respectively. The price of grain had not changed and stood at wheat 8½ seers and gram 9 seers to the rupee, so that to secure the *minimum* allowance of 14 chataks for all classes *not less than 6 pice was required*, apart from the extra allowance needed for wood, salt and other necessities. To add to the suffering of these poor people the overseer was constantly fining them, although such fines were contrary to section 93 of the Code. A respectable village man whose name and address I have, told me that in his gang fines had been levied *10 days out of 15*, two days at the rate of 2 pice each worker and eight days, 1 pice. Under these circumstances, I leave those in authority to explain how the minimum allowance of 14 chataks to each worker could be obtained, and also those who know best about such matters to judge how many of these fines were credited to Government by the native officials who levied them. If one thing more than another needs putting right, it seems to me it is *the taking away from all subordinate native officials the power to levy fines without reference to a European supervisor*.

In further confirmation of the opinion I hold that the reduced rate of pay in these provinces was insufficient, I may mention the case of Phulpur near Allahabad. The English work agent, a reliable man of good character, has told me that at the time that wages ranged at 8, 6, 5 and 4 pice each adult labourer, the only food available on the works was parched meal called "Barri" which sold at 3½ *annas a seer*. Many died on the works from exposure and insufficient food, and many more would have succumbed had it not been for the supply of mohwa flowers and fruit obtainable in the neighbourhood.

Another hardship which I witnessed was that of *needy people applying in vain to be put on to the work*. I took the names of 6 men, 3 boys, and 10 women, six of whom were widows, on one part of the road, all waiting for work. Some of these spoke of long waiting. Yet no one seemed to take any notice of them. I also met some who had been refused work and were returning weary and hopeless to their villages. One such case was especially sad. I came across a young man, whose name and address I took, sitting weary and hungry under the shadow of a tree. I found that some days before he had started from his home many miles away with but five pice for food by the way, leaving behind his old father and mother at home and hoping to be able to earn food for all. After two days fruitless working at the relief work he was returning home having neither food nor money and with no hope of earning either. The young man was strong and active, and hence there was no possible excuse for rejecting him.

All these and other similar abuses could easily have been avoided if there had been *sufficient European officers for the close and constant supervision of the various relief works*.

That the staff available was not sufficient may be gathered from the following among other facts.

At Phulpur during four months there was but one visit of the Executive and one of the District Engineer, both well known to the native officials beforehand. And although there was much sickness in the camp and many deaths on the works, some being due to cholera, the only medical aid available was that of a native qualified as a compounder.

If it be asked where can such assistance as that indicated be secured, I would say among other sources, from the large body of male and female missionaries on the spot who would gladly at famine time place their time and talents at the disposal of Government with the object of saving life.

Some of these missionaries already have their circle of 40 or 50 villages which they visit all the year round, and where they are well known and fully trusted. For such they would constitute ideal circle officers under section 45 of the Code. Others with a good knowledge of book-keeping could be well employed in checking accounts and thus preventing fraud. Some with knowledge of engineering and acquainted with various professions, could be of the greatest service to Government, and might receive from the authorities such temporary power as would enable them to deal with native and other subordinates. The positions to be allotted to such, as were in the judgment of Government, well qualified to fill them from amongst those who volunteered for such service. For all some useful work could be found, if only on local Relief Committees, to secure an

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impartial and careful distribution of the funds, to such as were entitled to receive them.

For work under sections 54, 124, and 127 of the Famine Code, Mission agency would be specially valuable. In the distribution of charitable relief they would be able to secure that Government help was wisely and efficiently given, and when necessary could secure means of supplementing such help from other services.

In the distribution of cotton to be spun by respectable women in their homes, what agency could be better than that of zenana missionaries, who already have access to those women, and know which are most in need. And in giving out thread to weavers experience has shewn that the work can be carried on both efficiently and economically by missionaries as during the late famine at Agra and other places.

It is therefore my earnest hope that should I live to see another famine, I may be permitted to see Englishmen of all classes, provided that they possess suitable qualification associated with Government in all branches of famine relief work.

Thanking you for this further opportunity of placing before you such facts as have come under my notice during the late famine, and for your kindness in inviting me to give evidence during your sitting at Agra.

At the Metcalfe Hall, Agra.

FORTY-SEVENTH DAY.

Friday, 1st April 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (*President*).

SURGEON-COLONEL J. RICHARDSON.
MR. T. W. HOLDERNESS, C.S.I.
RAI BAHADUR B. K. BOSE, C.I.E.
MR. T. HIGHAM, C.I.E.

MR. H. J. McINTOSH, *Secretary*.

COLONEL A. P. THORNTON, Commissioner of Ajmere-Merwara, called in and examined.

Col. A. P. Thornton.

1st April 1898.

(*President*).—You were appointed Famine Commissioner?—I was sent round to examine and report on the forms of relief that were being administered in Native States.

(*Mr. Holderness*).—When did you proceed on tour?—I left in the last few days of December, and reached Bikanir on the 1st January 1897.

Which States did you see?—Bikanir, Bhurtpore, Dholepore, Gwalior, Bundelkhund and Baghelkand.

When you visited each State did you draw up a note?—I took memoranda. These were drafted in the form of a separate note which was communicated to the Agent to the Governor General, through the Political Agent of the State.

What was your opinion as to the extent of famine in Bikanir?—In North Bikanir there was considerable distress. There was no starvation, but there was a very large area over which the crops had failed. There was much emigration, usual and in excess of the usual to Sind and the Punjab, and famine relief works on a large scale were opened in different places along the northern frontier. Eventually these were concentrated at the Ghaggar Canal near Bikanir; there was a piece of railway, and there were also works in connection with the lake at one of the summer palaces.

As to Bikanir, what was your general impression of the relief measures?—There was a great absence of information. Distances are very great. At first I could not obtain accurate information. It was not till Colonel Vincent and I went round that we ascertained the extent of the distress.

On this information was the programme enlarged or revised?—Yes, Colonel Vincent being the Superintendent of the State, he was able to give orders which overcame the difficulties. Distress was general through Bikanir; relief measures were divided owing to the desert into two groups.

(*President*).—Is the Raja a minor?—Yes.

(*Mr. Holderness*).—Were there any complaints from the Punjab that Bikanir men were crowding into the Province?—Yes, and the numbers were afterwards verified, and about 10,000 men were found on the Ghaggar Canals.

In consequence of that works were opened in Bikanir?—Yes, and when the Ghaggar Canal was in progress they were rather glad to have them.

Further works were opened in consequence of this tour?—Yes.

Were relief measures then sufficient?—Yes. I think then that everything necessary was done.

(*President*).—Do you know how wages were adjusted?—They were distributed in grain which was supplied by contractors. The rate was 14 chattaks for a man and 13 for a woman. It was kept down to that.

(*Mr. Holderness*).—Was it actually paid in grain?—Yes, all through Bikanir.

(*President*).—What kind of grain was used?—*Bajra* in Central Bikanir and *mukki* in North Bikanir.

Did it come on camels?—No, it came round by train through the Punjab.

(*Mr. Holderness*).—Were any Assistant Political Agents entertained specially for relief?—No. The Political Agent had a European Executive Engineer and the Agency Surgeon, and with the help of these he administered famine relief.

(*President*).—Was the Southern Punjab Railway working then?—I don't think so, because grain came round from Ferozepore.

I suppose the railway to Bikanir was of great importance?—Yes.

(*Mr. Holderness*).—Then as regards Bhurtpore, which was the next State you visited?—Bhurtpore should have been divided into two distinct areas, the northern (Deeg) part and the southern. In the northern there was no distress, they had a magnificent rabi crop, and except that the works were of great use, I think it was not really necessary to start works in Northern Bhurtpore. In Southern Bhurtpore a large area had fallen out of cultivation owing to neglect to maintain certain embankments of the Ramganga river. When the river was under control these were very fertile. During the time of the late Maharaja, there was not sufficient capital laid out, and the country had gone back, being either absolutely abandoned or only partially cultivated. In my visit I saw no famine, but there was great need of the works which had been started. The large work which I inspected was the Bareta Bund. That employed 3,000 people, and was being worked on the modified contract system. The rates were the ordinary rates of the country, but the rate to be paid to the work-people and the contractors' profits were fixed. It worked well.

(*President*).—Were there many women and children on works?—Very many. I think there were 300 on the daily labour system paid by the Darbar.

Were they selected as weakly?—Yes.

(*Mr. Holderness*).—Was that the only work in Southern Bhurtpore?—Near Bhurtpore there were many daily gangs who, I think, might have been very well put under some form of test labour. Everybody who wanted to earn annas 2 came to these works.

That was the rate?—Annas 2 for a man, anna 1 and 6 pie for a woman, and anna 1 for a child, but there was no task, and therefore no sufficient test.

What were your recommendations?—My recommendations were that they should be put on to larger works on which some form of task work could be enforced.

Was it earth-work?—Bhurtpore is often inundated. The roads are raised and the sides were being smoothed down. The work was not productive, and many people were employed without any labour test.

(*President*).—Who was the officer in charge of the State?—Colonel Loch.

And the State is a minority?—The State was under superintendence.

Colonel Loch therefore did what he liked?—Yes.

(*Mr. Holderness*).—I believe some money was raised on loans?—I am not sure.

In consequence of your recommendations did relief works increase in the State?—I think my recommendations were accepted, and that afterwards work was satisfactorily concluded and land brought under irrigation.

Was there any gratuitous relief in the villages?—There were poor-houses at three or four places, but with the exception of the one at Biana I don't think they were required.

(*President*).—With reference to your remarks that parts of South Bhurtpore had fallen out of cultivation, I remember in the famine of 1878, when Gurgaon was much affected, there were reports that Bhurtpore had been depopulated. Did it date from that time?—No, I think it was due to not sufficient money having been laid out, and to the river having broken through its embankments and run riot over the country.

Is the country still overrun with wild cattle?—A park is being made for the cattle, 13 miles in circumference. There are still wild cattle about.

(*Mr. Holderness*).—What were the arrangements as regards land-revenue? Were there large suspensions?—No remissions were made to the best of my recollection.

You next saw Dholepore?—Yes, Dholepore also was in rather a defective condition. The Maharaja had taken the administration into his own hands. Still there was a want of knowledge and organization. Many people were employed on the new palace with no effective test in the shape of a task. There were some tanks where work was done in accordance with rules. There the rates were rather hard, I think not so liberal as they might have been.

What other works were there?—There were irrigation works where the lead and lift were long and stiff.

What was the extent of crop failure?—There was no information.

What relief was given in the State?—I think 8,000 people were getting relief. Special orders were passed, and the Superintending Engineer (Mr. Joscelyne) went on tour specially to see that sufficient relief was given in the outlying parts.

In consequence of your visit?—He happened to be there at the time, and from what we discovered between us it was subsequently resolved he should go on tour.

Had any action been taken as regards grain?—The Darbar had taken the whole business of importing grain into its own hands for relief works. I don't think the plan can be recommended. The general impression was that grain should have been imported by the ordinary traders.

Was it sold on the works?—It was given in the form of wages.

Was that the Maharaja's wish?—I believe so.

As regards finances, money had to be raised?—I believe Government advanced the money.

(*President*).—What was the rate of wages in Dholepore?—It was paid in grain. A man got 1¼ seers, a woman 15 chattaks, and a working child 10 chattaks.

That was the grain equivalent?—Yes, and people who got that were people employed on light work, with no task enforced.

And the other people in Dholepore got the contract rates?—According to measurements.

Were they paid in grain?—Yes.

(*Mr. Holderness*).—Was the private grain trade active in the State?—There was a sufficiency. I don't think there was a large import.

As regards Bhurtpore, did they make any arrangements about grain?—Yes, they advanced money and afterwards abandoned the policy of advances to contractors.

That was for the supply of relief labour?—I think for the supply of the city.

(*President*).—In Bhurtpore were wages paid in grain?—Entirely in money.

(*Mr. Holderness*).—You next went to Gwalior. What did you see there?—I went on tour with Colonel Pitcher through the northern parganas of the Gwalior State. Relief work was in the form of Takkavi advances for small village tanks and wells, which had been practically entirely carried out by the Revenue Department. The State only recovered half the advances when it benefited directly from the work. The system was very good as far as it went, but if distress had become acute it would have failed.

Did you make any recommendations?—I recommended that certain large relief works, which were waiting for sanction, should be put in hand, and eventually the Sipri Railway was carried out. It was very useful.

(*President*).—Had the Maharaja himself taken over relief works?—Yes, but he had given the executive control to the Board of Revenue, which consisted of Colonel Pitcher and three or four native members.

(*Mr. Holderness*).—Had the failure of crops been serious?—The failure of the kharif crop had been serious. The rabi crop area was small but the crop was good in February when I visited the State.

Did the people seem distressed?—People were busy carting grain along the Agra-Bombay road from the direction of Malwa. From Kotah they imported large quantities of jawari by the same road.

Did that give employment?—Yes, to a large number of persons, and provided grain where it would otherwise have been difficult to procure it. The imports by railway were comparatively small.

Then what about the rest of the State, apart from the north?—In the Isargarh Prant where the soil is black-cotton, the failure of the kharif had been complete. What caused distress was the large number of emigrants who had come by the main road and drifted to Guna. They were in a very emaciated condition.

Where did they come from?—Dholepur, Bhurtpur, Gwalior, and other States in Central India. But for the railway between Guna and Kotah there would have been a great calamity. This work was in full progress and 30,000 people were on it.

Was work on relief conditions?—It was a most effective form of relief, the work people were paid by the piece at stated rates and contractors were allowed a fair profit.

(*President*).—It was payment by results?—Yes.

Were there weakly gangs?—Yes. They were given easy bits of earth-work. There was no difficulty about arranging for this.

(*Mr. Holderness*).—Apparently the contractors were supervised?—Yes, and the cowri system was employed for carriers.

(*President*).—Were these wanderers men, or women also?—Men, women and children. A large portion of those on the railway were wanderers.

(*Mr. Holderness*).—Did they earn a sufficient wage?—Yes. Colonel Pitcher set about organizing charitable relief and distress was successfully met, I believe, after our visit.

(*President*).—Was this charitable relief in the form of poor-houses?—Yes.

Were people confined to poor-houses?—Nominally they were supposed to be, but I think the discipline was not sufficient.

(*Mr. Holderness*).—As regards grain what was the policy of the State?—It was very liberal. They made advances for importation, but it was not found necessary to continue doing so. There was a sufficiency of grain.

The Kotah State put no embargo on export?—No.

(*President*).—Did any State place an embargo?—I believe the Maharaja Holkar did.

Col. A. P. Thornton.

1st April 1898.

Did the embargo cheapen grain?—I think the result was harmful.

Did grain-dealers hold up for a time?—I have not sufficient statistics to be able to say, if there was a real deficiency. In the end there was a deficiency in the Indore State.

(*Mr. Holderness*).—How did the embargo increase the difficulties?—It put the merchants in opposition to the Durbar.

Do you think there would have been an importation but for the embargo?—Certainly.

(*President*).—Was there suffering anywhere?—In Malwa. The harvests had been very poor all through Malwa. That was why emigrants could not find work. The area under rabi was less than usual.

Can you say how the poppy was affected?—I don't know.

(*Mr. Holderness*).—Did you see any portion of the Holkar country in this tour?—No. I went to the border.

Then as regards Bundelkhand?—Bundelkhand consists of many States the conditions of which are varied. In some of the smaller States nothing hardly had been done, and I am afraid there was much loss of life; but the strongest possible measures were taken as soon as the state of affairs had been discovered. Then considerable pressure was applied and relief works were started. The Agent was Captain Ramsay.

In what States do you think distress was most acute?—On the borders of Saugor, in Bijawa, some of the Pargannas of Panna and in Chhattarpur.

Is this area dependent on irrigation?—Partly. Portions of the Bundelkhand Agency are well-irrigated, but they had a poor kharif, and there had been considerable distress among many of the Paria classes. There was a very good rabi crop in the irrigated area, and distress when this was reaped absolutely ceased. In other parts they had only a moderate kharif and no rabi. It was in regard to these most anxiety was felt. I think afterwards they succeeded in coping with the distress sufficiently.

Captain Ramsay got extra assistance?—Two Military Officers were deputed while I was there, and afterwards an Executive Engineer and a Medical Officer. They were badly wanted.

Was this old standing distress?—Yes. The harvests of the previous three years had been unfavourable.

In some States there was difficulty about money?—Yes, but Colonel Barr had negociated for loans from Scindia. He had a credit of 15 lakhs which would have been advanced if required.

(*President*).—You say this state of things had been the result of three years of indifferent harvests. Had any State taken any measures to meet distress before the autumn of 1896-97?—I think Panna had done a little.

Was there much remission of revenue?—There were large suspensions of revenue.

(*Mr. Holderness*).—In these States no embargo was laid?—No, none except in Indore.

I suppose that policy was initiated by the Political Agent?—Yes.

What did you see in Baghelkand?—Certainly more distress than in any other part.

What States does that include?—Rewa and Nagode are the larger ones.

Which did you visit first?—Nagode. The Maharaja was living in Calcutta and the Political Agent had entire control. In Nagode everything was in a satisfactory condition. There was no difficulty.

Where there was no Executive Engineer what was he doing?—Embankments chiefly.

And as regards poor-houses?—The Baghelkand Agency poor-houses and relief kitchens were excellently managed. They had a good Medical Officer.

I suppose the works done took the form of small relief works?—Yes, with the exception of the Rewa-Sutna Railway, the other works were of moderate size only.

What was your opinion of the value of the small works done?—They were the best that could be found.

Are they useful?—Some are. There were a large number of tanks which were being deepened and repaired. These were sacred tanks and would be used for irrigation to a very limited extent only. Even when dry, nobody could cultivate the beds of these tanks, as there is a religious prejudice against doing so on.

(*President*).—These bunds you mention that were made in Nagode, how was the working arranged?—Partly made over to the headmen on village works and partly to overseers on State works. The whole of the money was found by the Durbar. The State looked to the provision of famine relief.

(*Mr. Holderness*).—There was no programme of works?—In no State has a complete programme of relief works been prepared in anticipation of famine.

What was the position in Sutna?—I saw the Sutna-Rewa Railway which was very useful. There was a bad outbreak of cholera here. The value of an energetic medical officer (Dr. Gimlette) was very evident; the cholera was got under, and works were not abandoned.

What did you see in Rewa?—There was a very heavy death-rate. Everybody, even well-to-do cultivators, were in great distress.

Were works numerous?—Yes. I think sufficiently so.

What class of work was it?—Almost entirely work on unprofitable tanks.

You think they would not be used for irrigation?—No. They were below the surface of the surrounding country.

Were there any complaints of emigration?—At first there was large emigration to the south along the Calcutta-Bombay road. The Durbar had put up posts of observation to dissuade people from emigrating, and these I think had a salutary effect. I arrived at the conclusion that emigration cannot be prevented, but should be aided and directed. There was a register kept up of the numbers that were passing.

(*President*).—Were there many people from Allahabad and other parts of the North-Western Provinces?—There had been previous to my visit.

(*Mr. Holderness*).—Were Jaghirdars entrusted with the management of relief works?—Yes, but with no great success.

In some cases they didn't do as much as was expected?—No. They pleaded poverty.

As to the funds, where did the money come from?—I believe the Rewa State had a large balance when the Maharaja succeeded, which was all expended on famine relief.

Was this the first year when measures of relief were taken?—There were some adopted in 1896, but on a small scale. There was nothing prior to that.

Did you see the other small States?—Yes, wherever the Political Agent had been able to personally see to things, a good deal had been done. In Kothi a considerable amount of relief had been given.

(*President*).—Some people in the North-Western Provinces were persuaded that in Rewa and in some of the States of Baghelkand relief works were a blind, that is, when news came that the Political Agent was about to pay a visit, then people were collected and works started, and that when the Political Agent went away the whole thing broke up. Do you think there is any truth in that?—Certainly, it was not generally the case; there may have been a tendency to exaggerate numbers, but a great deal had been done. In Ajaigarh relief was very liberally given, almost too liberally.

How were people paid in Rewa?—They were paid in coin.

(*Mr. Holderness*).—They were working under the Code?—Yes, with certain modifications framed by the Political Agent and sanctioned by the Agent to the Governor General.

How was Rewa in the matter of revenue collection?—They had collected only a small proportion of it. In all native states there is no sanctioned remission. They simply cannot collect the revenue when the crops fail.

Have you information on the point as to the Bundelkhand and Baghelkand Agencies?—No.

As to emigration from distressed areas, can you say anything?—It is the traditional remedy for scarcity, and practically the only way in which they can save their cattle. In the dry parts of Rajputana and Central India the failure of the monsoon means the failure of the grass-crop, and the only remedy is to take their cattle somewhere else. Provided only a few men go with the cattle, it is beneficial. There are many districts in Central India towards Indore where there is any quantity of pasturage. I have come to

the conclusion that emigration should be directed and controlled and not prohibited I think..

What suggestions have you to make?—That there should be posts established along the main roads and emigrants questioned. If they want to work they should be sent to the nearest relief work, and those who have business further on should be allowed to proceed provided they have funds for their support on the way.

Had the people cattle?—Some had a few head of cattle which they sold and were then at the end of their resources.

I gather that most of the emigration was of that kind?—Yes, blind emigration, in search of something to do.

Did you hear in Rewa of any emigration towards Bengal?—No, I didn't hear of any.

I suppose there would have been less emigration if relief works had been in operation?—Undoubtedly. If they had known that work would have been provided, many would have stayed. It was enforced emigration owing to the delay in starting relief works.

(*President.*)—Is there much grazing in Bikanir?—In the rainy season the Bikanir sandy desert is covered with a sort of fine grass. It is excellent sheep fodder.

(*Mr. Holderness.*)—Then as to the next head "Forms of relief applied; difficulties as regards establishment; and effective control of expenditure." Have you any suggestions to make?—I think the principal mistake was in not recognizing that there are three State Departments all of which should be fully employed in famine relief—(*1*) Revenue, (*2*) Medical, (*3*) Engineering. I found that orders were not promptly carried out. It was due to nobody being willing to incur responsibility for expenditure, and the conclusion I came to was that in every State there should be one supreme authority in famine relief matters. If possible the Maharaja himself, if not, I think the minister should be responsible for famine relief and take as his advisers the chief officials of those three Departments. It struck me that in order to cope with distress it is necessary that all Departments of the State should be fully utilized. It would be an advantage if some European officer were employed in each State Department temporarily or otherwise.

But that takes away the responsibility from the State?—In many they had European officers as Heads of Department.

Then as to want of preparedness as regards projects and organization prescribed in the Famine Code for Native States, what have you to say?—I think the Famine Code requires re-casting. I don't think the circumstances had been fully understood when it was drafted. It was only intended for British India; certainly none of the Native States had accepted it.

Is it under revision?—I don't know.

(*President.*)—As a rule you found the States accepted the principle that they were responsible for relief?—Yes, when it was brought home to them there was nothing like stubborn refusal to afford relief.

(*Mr. Holderness.*)—As to the Famine Code required for Native States what do you propose?—They should be given a frame work to fill in. No hard-and-fast rules should be introduced. There should be some organized procedure.

That rather replies to the sixth point in your letter "insufficiency and inapplicability of the Code itself to the circumstances of famine relief in Native States"?—Yes, I think so.

As regards projects, can anything be done?—I think a great deal can be done in the way of ascertaining what possibility there is for improving irrigation. Of course in black cotton soil irrigation could never be worked.

Has not something been done to work up irrigation projects?—Not in Native States so far as I am aware.

(*President.*)—I suppose for tank-work they have a system of their own?—There was a great want of economy about it. It was evident that the work was not directed with any intelligence. Some engineering knowledge was much required.

Did any of the States take into their employ native Roorkee students?—Yes. They were doing good work, but they never had sufficient authority. They wanted some officer of weight with whom they could correspond.

What Native States border on Saugor?—Bijawar, Panna, and Chhattarpore.

You said in Panna something was done in the spring of 1896?—Yes.

Was anything done in Bijawar?—Nothing up to the time I was there, but Captain Ramsay had been through the State and practically assumed control of the famine relief administration of it.

Was the state of things bad?—Yes.

Was there much suffering in Bijawar?—Yes, I fear so.

Was anything done in Native States in the shape of gratuitous village relief?—In many villages *sada bart* (grain-dole) was being distributed. It is always given and had been increased a good deal.

Was that distribution made to any body who asked for it?—Yes.

(*Mr. Holderness.*)—Your next point is the "advantages of modified system of contract on piece-work over task-work on relief works in Native States"?—That was employed in Dholepore and Gwalior.

Apparently task-work was deficient in not prescribing any task at all?—Yes.

You next speak of the necessity for European officers to supervise and control relief operations generally in direct communication with the Minister or other high administrative authority in the Native States?—Yes, with regard to the three Departments I mentioned.

Your last point is the great efforts made by the Native Chiefs and their Durbars to cope with the distress and the general success of the relief measures applied?—I think that was the case everywhere.

(*President.*)—Is it not rather a pity that we are obliged to introduce English officers?—They are very glad to have them. The jealousies among native officials and their dislike to assume responsibility are a great hinderance. The promptness, energy and tact of an European officer are everywhere appreciated.

I suppose if you have a capable Raja he himself takes control, and in famine operations there should be no lack of driving power behind the different Departments then?—It entails a great deal of personal hard work. If the minister is a good man it is best to have him as the chief authority.

In the old States the Diwan was really at the head of the Revenue Department?—Now he is the head of all the Departments, and not of the Revenue Department alone.

In Ajmere there was no famine?—No, we had high prices. We had a large charitable fund which was carefully administered by many merchants and bankers. There was an importation of grain made which had the effect of allaying apprehension. Owing to exports continuing there was once fear of a riot. The chief citizens suggested opening a relief grain shop which was started and at once panic ceased. Much money was lost, but it satisfied the people that their interests were not being overlooked.

Did it tend to steady prices?—Yes, distinctly so. I think grain remained a seer cheaper than it could otherwise have done.

How was it formed?—A company was formed and each man put in ₹20,000. They sold the grain at cost price.

To anybody?—In small quantities to anybody. It was not largely resorted to, but it pacified the people.

There are not many weavers?—No. There are Hindu weavers in each village, but not Julahas.

No special measures of relief were undertaken for them?—No.

(*Dr. Richardson.*)—There is no system of registration of births and deaths in these States?—No.

So you could not estimate the mortality?—No.

(*Mr. Holderness.*)—With regard to village works in Gwalior, do you think they are useful?—I think they were useful. A large portion of the rabi crops were irrigated from *kutcha* wells.

Colonel Pitcher was in favour of these?—Yes, but he saw this form would not suffice. If distress had increased the amount of work furnished would not have been sufficient.

In the Gwalior State they have a Department to look after these?—Yes.

It looks after irrigation matters?—Yes. They are under the Board of Revenue. They have some professional advice.

As regards other States of Rajputana, such as Jeypore, was there any distress there?—No.

Have you any information regarding the States under the Central India Agency?—No.

MR. H. W. W. REYNOLDS, Collector of Jaunpur, called in and examined.

Mr. H. W. Reynolds.

1st April 1898.

I put in written answers to the Commission's questions.

* In this district out of a total population of 1,264,949 in an area of 1,500 miles, the area severely affected was about 470 square miles, with a population of about 343,000.

2. Throughout the whole district there was severe pressure on all the poorer classes, owing to the high prices of all food-grains; but in the area severely affected the distress was due to the failure of the rice crop, following on a succession of two inferior harvests.

3. In normal years the rains set in about the third week of June, and fall intermittently till about the 10th of July, when heavy rain sets in and lasts till August. Through August heavy showers fall, with intervals of bright sunshine. In September the showers are lighter and less frequent. In the first half of October fairly heavy rain falls for a week or ten days, and after this the only rain is the light cold weather showers.

In 1896 the rainfall was light and only fell in scattered showers in July and August, and after that month not a drop fell till June 1897, with the exception of a light shower in January. The rain that did fall was very local, and in some parts of the district so little fell that the cultivators were unable to get the ploughs into the land.

As a result of this distribution of rain the early autumn crop, especially the Indian corn, did not suffer to such a marked extent as the rest, but the rice, even where it was planted out, was almost a complete failure.

The normal prices for the district are—

Common rice	12
Barley	18

whereas between October 1896 and September 1897 the prices were—

Common rice	6½ to 8¾
Barley	9½ to 13½

Famine has hitherto been practically unknown in this district, and there is no record of prices having ever been so high or of high prices having remained high so long.

4. Until the failure of the rains in 1896 there had been no serious cause for anxiety.

The rice in 1894 in lowlying tracts had been injured by excessive rain and floods, while the rice in 1895 on higher lands had suffered from deficient moisture, but in neither year was there a complete failure as in 1896.

5. Ordinarily the population of Jaunpur is fairly well off.

6. In the affected area rice is almost the only crop grown and over larger areas no spring crops are grown at all. In ordinary years the rains are sufficient, and if at any period the rains hold off for a fortnight or three weeks, the crops are irrigated by lifting water from the jhils or tanks which abound. In 1896 these jhils did not fill and the stock of water was soon exhausted, and when the cultivators tried sinking *kachcha* wells, it was found that before the water level was reached there was a layer of loose sand, which fell in as fast as it was excavated.

7. The classes most affected were the day labourers and smaller cultivators, who had passed without serious trouble through two seasons of inferior crops. The day labourers live from hand to mouth and are at any time dependent on there being a demand for labour. The smaller cultivators and zamindars can clearly stand an inferior harvest, but not an absolute failure, following on two inferior harvests.

8. We have to go back to the end of last century for any record of such a famine. I was in this district in the 1877-78 scarcity, but in that year there was a good fall of rain in October 1877, which enabled the rabi sowings to be completed without difficulty, whereas for the 1897 rabi every field had to be irrigated before it could be ploughed and sown.

9. I think not.

10 and 11. The population of the tract seriously affected is about 350,000, and the maximum number on relief on any one day was about 70,000. Of this total, however, a certain number were given gratuitous relief or employed on test works in the less seriously affected portions, and at no time was more than 15 per cent. of the seriously affected population on relief.

12. As to the first half of the question, I reply in the negative, though I am bound to admit that, with relief works open, it is quite possible that a few persons may come on the works who are not really in need of relief. At the same time I think these were the exception, and when they did come, it was with the idea of eking out their scanty income, and so preventing themselves falling off in physique and becoming incapable of obtaining their livelihood.

13. The main difficulty we experienced was in inducing people to move from their homes any distance in search of work in time to prevent themselves falling off badly in physique. I found a group of villages in April or May where distress was severe, though there were works open less than 20 miles away.

15. The mortality of the district varies from 24·5 in a healthy year to 46·0 in an unhealthy year. The mortality from October 1896 to September 1897 was 32·1. It would be idle to say that no deaths were hastened by privation, but I think relief in one form or other was available to most and certainly to all who would go 20 miles in search of it.

16. The main changes were the introduction of village gratuitous relief in February, and the change from the ordinary to the intermediate system at the end of March.

The number of workers fell off largely between March 1st and the 15th, when the rabi crop ripened, and I do not think that the change which was effected on March 29th had any real effect in keeping workers away. Dependants of course fell off, but they were supposed to be supported out of the excess wage earned under the intermediate system. It was found, however, that children were to some extent neglected, and kitchens had to be opened for them in April at all the relief works.

17. The deaths in the district had been under 3,000 a month till the end of February. In March and after the deaths were about 4,000 a month (except in June and July), but some of this increase was due to an epidemic of small-pox, and I do not think that any part of the increase is due to the change to the intermediate system.

19. All persons who could work were required to do so—till the rain fell in July, after which work was impossible—except *parda nashin* women. In some instances they did some spinning and sewing in exchange, but on the whole they were not required to work.

20. Yes.

21. The maximum number of persons gratuitously relieved was about 25,000 in the whole district (two per cent. of the total population). This was about the middle of August, a month after all relief works had been closed and just before the Indian corn crop was ready. Just before the rain fell the numbers on gratuitous relief were 18,000 in the whole district (1·4 of the total population). The largest number of workers was about the end of February, when a little over 50,000 persons were on the relief works.

22. The task on the intermediate system was a full one, and in fact on its first introduction the task was too much for the weakly and a slight change was made by which a varying task was set to the weakly and able-bodied.

In works on the ordinary system, I think that in some cases a full task could not be exacted owing to the "minimum wage" paid to all workers.

As to the several members of the family being able to obtain separate relief, no doubt if all the members were on the work and all got the maximum wage, the family would get more than a bare subsistence on ordinary works; but as a rule, the maximum was not paid, and in this case no one could get more than a bare subsistence, and if any members of a family got more than this, it was by depriving the other members of their fair share. That this did happen is unfortunately true, and it was for this reason that kitchens had to be started for children.

23. The people do not like residence on a relief work, and the main difficulty we had was in inducing even starving persons to travel any distance in search of work. All prefer the shelter and comforts, such as they are, of their own homes at night to sleeping out under trees or temporary thatch huts.

*The numbers refer to the questions drawn up by the Commission.

24. The maximum number on relief works (excluding dependants) was about 53,000 at the end of February.

25. No record of previous famines in this district.

27. Gratuitous relief was mainly given in the shape of money doles at their own homes.

28. I can only say that all possible precautions were taken, and that the lists were frequently checked by the kanungos, tahsildars, and gazetted officers. The abuses detected formed but a small proportion of the whole.

29. I think we may safely say that it has been instrumental in saving life, and I see no signs of its having demoralized the people.

30. The cost of direct famine relief and numbers relieved in units of one day were—

	Cost.	Units relieved.	Average cost.
	R		
Public Works Department	4,06,560	4,872,723	1·3
Works under District Officer	12,100	172,513	1·1
„ executed by zamindars	7,780	89,958	1·3
Poor-houses . . .	25,241	233,469	1·7
State kitchens . . .	1,562	34,961	·7
Gratuitous relief . . .	1,42,518	2,495,101	·9
Total .	5,95,761	7,898,725	1·08

31. The indirect relief given has been as follows:—

R

9,500 advanced for wells } free of interest.
7,650 „ seed }
3,950 ordinary advances.
2,94,224 land revenue suspended.

32. It is too soon as yet to reply to this question, but with the bumper spring harvest now in prospect, I do not see that the famine will have any marked permanent effect on any of these classes.

33. I know of none.

34 to 38. Having been in the district for some time I was to a great extent independent of these returns, and knew as the season advanced exactly where to look out for trouble. The rainfall is only recorded at the head-quarters and four tahsils and at two places on the railway. This is quite sufficient as a general indication; but when a serious failure is imminent, all ordinary reports and returns have to be supplemented. The regular returns of areas under crops are compiled too late to be of any use.

39. With the earliest signs of distress in September, the municipality opened some earthworks as a relief, and in October the District Board opened some test works. These were taken over by the Department of Public Works in November as regular relief works on the ordinary system, and such works remained open till the end of March. From April the intermediate system was introduced, and works under that system remained open till the rains fell in the middle of July. Certain works were also kept open under the District Officer, and others were started by zamindars under the partly recoverable advance system. Poor-houses were opened in three places and kept open till September.

Gratuitous relief was early given to *parda nashin* women under Chapter X, and it was given under Chapter V from February till operations closed at the end of September.

State kitchens were opened at the relief works in April on the introduction of the intermediate system, and two such kitchens were opened in July and kept open till September.

An orphanage was opened at head-quarters in connection with the poor-house. The police had advances for the relief of any starving wanderers or urgent cases of distress.

A certain amount of private relief was given, but the bulk of this was given from funds given us by the Charitable Relief Fund. This money was spent on supplementing poor-house rations by providing milk for the young and weak, in doles to paupers not relieved by Government, but chiefly in gifts for the purchase of seed and cattle.

40. As District Officer I had to supervise all measures of relief.

41. Works on the intermediate system and works executed by zamindars under the partly recoverable advance system were not contemplated by the Code.

42. No special relief was given to artizans or weavers, nor were any measures required for the protection of cattle. *Ordinary* relief works were abandoned after the beginning of April.

43. We kept to the Code as far as possible, the only material change being that relief was given in pice and not worked out to pies.

46. It appears to me that for this district the intermediate system (with differential tasks for the weak and able-bodied) combined with kitchens at each work for the children unable to work is the best and most economical system. If, in addition to this, poor-houses be established and gratuitous relief given and, where necessary, kitchens started for children, I think the system of relief would be complete.

53. The raising of roads effected will undoubtedly be of permanent benefit if they are kept up. Whether this is done depends on the amounts placed at the disposal of the District Board. If, allowed to fall into disrepair, the state of communication will be worse than before.

54. I would not myself use famine labour on road raising again.

55 and 56. Metal collection was not used in this district, as the professional opinion was that it was unsuitable for ordinary relief workers. Metal collection here means digging and clearing *kankar*.

57. I think tank digging is the best form for employing relief labour in this district. Tanks already abound, and it is easy to select groups of these to form a charge. The work of deepening these is easily and quickly laid out, supervision is easy, and the permanent effect in affording increased storage for water is good. I had innumerable applications from *zemindars* to open such works in their villages.

59 and 60. I can find any number of tanks on which labourers can be employed in deepening of and enlarging and a fairly good number of places where new tanks can be constructed. Tanks in this district are by no means scattered, and probably from any one spot a person could see four or five.

Under the intermediate system there is no fear of the whole population applying for work, and even under the ordinary system the inhabitants of villages did not come to the works in a body.

70. There was a programme of relief works ready, but the works were scattered over the whole district, whereas distress was only acute in parts, and for these parts the programme was soon exhausted. There was, however, no difficulty in supplementing the programme, as tanks were available for workers in every village.

71. Villagers prefer a work to be within about five or six miles of their houses. The accommodation provided on the works in the cold weather can never be so comfortable as their own houses, and as I have said before, it is very difficult to get people to leave their houses in search of work. When, however, they do they will travel great distances; at first I heard of people going as far as Calcutta in search of work, and on our own works we had people who must have travelled hundreds of miles.

72. This would be impossible. It would open a door to petty exactions from all labourers, and in the crowd of applicants it would be impossible to check each person's statement as to the exact distance of his home.

73. Hearing that Mr. Izat was in want of labourers on his lines in Ghazipur, I did think of helping him by drafting men from our relief works, but I found that there was a great unwillingness on the part of all to go to another district, and all wanted to remain within easy reach of their homes so as to be ready for whatever the weather might bring forth. At the same time I have no doubt that if it were known that large works were open in any place at remunerative rates (not at Famine Code rates), there would be an exodus of professional labourers to the place. When the rains partially failed in 1895, I noticed large parties of labourers working their way through the district who said they were going to work on a railway in Eastern Bengal.

74. The exception.

76. I am not in favour of making residence compulsory. It would keep many people away who really want relief, unreasonable suspicion would be aroused, the increased expense would be considerable as huts and blankets would have to be provided, and the concentration of so many people is undesirable from the sanitary point of view.

Mr. H. W. Reynolds.

1st April 1898.

77. I found throughout the period of distress that there was a decided reluctance to go any distance from their homes. Notably was this the case at Ara and Jamuhai and the villages near. I found distress here extremely severe, though there were works open only 15 miles away. Assuming that 5,000 workers are enough for one charge, it seems to me immaterial whether the charges are all concentrated into one spot or scattered through the district. Last year the charges were a good deal scattered, but the District Engineer had no great difficulty in exercising effective supervision.

79. No such reductions were made.

93. I believe that the intermediate works were very popular in this district, mainly, I am told, because there is less opportunity on them of cheating the workers.

103. I am decidedly of opinion that that Sunday rest should be allowed, as the staff cannot keep at work efficiently without this. As to the labourers, I think that all who have been at work since the previous Thursday morning might receive pay for the Sunday following. Cooked food should also be available on Sunday for any urgent cases of distress.

110. I am strongly in favour of the intermediate system, provided that it is supplemented by kitchens at each work, and that the tasks are modified to suit the physique of the worker roughly. With tank work this is easy, as separate tasks can be set off in each tank, and the worker sent to the tank where the task is suited to his physique. I think that so arranged the system is suited to all stages of famine. The minimum wage of the ordinary system is demoralizing; the labourers do not know exactly how much they should receive for the day's work, and it is very difficult for a supervising authority to see if payments have been properly made, as the total payments do not bear any close relation to the cubic measurement of the work done. Under the intermediate system every worker knows exactly how much he has earned, and if the District Engineer goes round, he can by measurement see exactly if the proper payment has been shown in the accounts.

112 and 113. In this district the able-bodied cultivators remained at their homes to look after their fields, and only those who could not thus usefully employ their time went to the works. Most cultivators of all classes looked after their own fields, and employed no labourers as in other years; so that all labourers were driven to the works, and the non-effective members of the cultivator's family went to the works to earn food for themselves. I do not think that the stock of food in the houses was enough to feed all the members. This is a purely agricultural district, and employment is only available in the fields.

The owners of the fields were unable themselves in many cases to afford to pay for labour, and when they could, a large majority, I think, considered that under the circumstances labourers ought to be content with less than the usual wages.

113 A. No. The class of labourers who find employment under the Department of Public Works are not those who feel the first pinch of high prices.

113 B. In the city here there is still a residuum of people in distress who have come here in the hopes of employment, and I have provided work for some of these. In the district, too, I notice a small amount of distress in certain localities, which can be relieved by employment on the annual road repairs. Till labour is in full demand for harvesting the spring crops, and prices have attained more nearly to the normal level, it is advisable to provide a certain amount of labour for such cases.

113 C. In this district such cases are comparatively few, and can be paid for out of the ordinary district allotments.

130. I think that wherever possible, relief should be given to non-working children in the shape of cooked food. For children in arms of course money must be given to the mother, but in all other cases experience shows that it is waste of money to pay cash to non-working children. In the case of village relief this is, as a rule, impossible; but wherever it is easy to collect children, as in the municipality and other large towns, kitchens for the children should be the rule and cash doles the exception.

133 to 139. I did at times hear complaints that labour was not available for watering the fields, but on enquiry I usually found that this was due to the fact that the private employer expected to obtain labour at the usual rates or even less. I heard no complaints in any case where the employer had said that he was ready to pay slighty more than the usual wage in consideration of the high prices. The normal wages paid to agricultural labourers in this district consist of payments in kind and are only just sufficient in ordinary times for maintenance. Last year this system was not adopted, and wages were paid in cash as a rule.

As to arrangements to prevent relief works attracting labour from private employers, I do not see that any are necessary. As soon as there was a demand for work on the fields attendance on the works fell at once, probably all the more rapidly because here most labourers went to their homes every evening. So long as only a bare subsistence is given there is no temptation to go to the works when the same can be obtained at the village, and if an employer wishes to give less, I see no harm in attracting labour from him.

As a general rule, all employers of labour were hard hit in this district, and practically no assistance was given by them in famine relief. There are no manufactures in the district, and all nearly depend on the land directly or indirectly for their maintenance.

148. The maximum number of persons on gratuitous relief was 25,000 in August. This comes to 2 per cent. of the total population of the district, for this form of relief was in use throughout the district.

149. Of this total about 5,200 were residents of the city and other large towns. The rest were residents of the villages, and belonged to the poorer labourers and cultivating classes.

150. We took the greatest pains to check these lists while relief works were open, but of course after all works were closed in July, a certain number had to be put on who were able to work until the Indian corn crop was ready and there was a demand for labour again. So far as I was able to have the lists checked, all persons were eliminated who had any means of support. Many of them had relatives who in ordinary times would support them, but who were unable to do so while the pressure lasted.

151. In ordinary years such persons are supported by their relatives or are supported by charity. With high prices and scarcity of food the relatives keep the food for themselves, and private charity ceases.

252. In June, while relief works were still open, the numbers in receipt of gratuitous relief were as follows:—

Village relief	Men	. .	3,200
	Women	. .	6,800
	Children	. .	1,900
Poor-houses	Men	. .	400
	Women	. .	800
	Children	. .	900
Respectable poor	Men	. .	1
	Women	. .	850 (*Parda nashin.*)
	Children	. .	500

In August the numbers were—

Village relief	Men	. .	4,500
	Women	. .	10,200
	Children	. .	6,700
Poor-houses	Men	. .	120
	Women	. .	400
	Children	. .	400
Respectable poor	Men	. .	5
	Women	. .	980 (*Parda nashin.*)
	Children	. .	570

153. It is bound to vary with the severity of the distress and to increase as the able-bodied find themselves less and less able to support ineffective relations.

154. If distress is severe, the existence of relief works is a reason for less gratuitous relief being given, as the workers will do their best to support their relatives.

155. In my opinion the fewer weak and enfeebled idlers there are at the works the better it is from a sanitary point of view, and for this reason I think it better not to have more dependants than are absolutely necessary.

156. I do not see why an incapable person should be refused relief because he has a lazy relative. It is not as though the relative could be in any way forced to support him. Such cases are so few that they may be disregarded.

157. I do not think that the majority of the people would refuse money doles if they were offered.

158. Lists were drawn up, in the first instance, by the patwaris of persons who, in their opinion, were eligible for gratuitous relief. These were checked by kanungos and their assistants, and then by the tahsildars, naib tahsildars, and finally by the sub-divisional officers. These formed the basis, and all subsequent additions and alterations were, as far as possible, tested by the same agency. In addition to this, certain members of the District Board checked some of the lists. The totals in the relief circles were scrutinized,

as were all subsequent additions, in the head office, and any striking discrepancies noted and explanations asked for, or further testing ordered as might seem advisable.

162. So long as relief works were open, I do not think that the persons in receipt of gratuitous relief could have done enough work to pay the extra cost of supervision. After the works had to be closed, no doubt some persons got such relief who could have worked, but at that time I do not know of any work that could have been made available for them. There are comparatively few large landowners in this district, and the smaller proprietors were by no means ready to take loans for such purposes, and incur a debt that they might have a difficulty in repaying. Even the partly recoverable loans were not taken at all readily.

166. I do not see how it would be possible. A great many of these persons were lepers or lame, blind or lunatics, and these could not go far every day for their meal, and it would not be economical to start a kitchen unless there was a fairly large attendance.

167. All such relief was given in the form of money. I do not think that it would be feasible to purchase and distribute grain; besides, with cash a man can vary his dietary as he likes.

168. The *patwari* was supposed to go to each village and distribute the dole every Sunday. I have no doubt though that the recipients had in most cases to come to his house for it.

169. A few *patwaris* got into trouble over the business, but most of the malversation occurred over the distribution of the Charitable Relief Fund money.

171. In the municipality and all the larger towns relief was administered by the leading inhabitants, and in village relief the *patwari* was supposed to distribute the money in the presence of one or more respectable inhabitants and obtain their signature to his registers in token of their having done so.

172. The average daily attendance at the poor-houses was March, 640; April, 670; May, 1,580; June, 1,320; July, 1,050; August, 1,050; September, 200.

177. Up till June the poor-house population was, roughly, two-thirds from this district, and one-third from other districts. Before the rains set in the residents of other districts were drafted back as far as possible, and after that the proportion was four-fifths and one-fifth.

179. As soon as the system of village relief was working, the poor-house population was kept down as far as possible by drafting people to their homes. Just before the rains the poor-houses were almost emptied, and all but the most urgent cases were sent home. With the break in July, however, a good many drifted back, and it was not till the end of September that the poor-houses could be finally closed, though all admission was closed after August except under medical orders.

180. The poor-house ration appears to afford a bare subsistence, and had to be varied in the case of the weak and sickly, for whom milk and *khichri* had to be provided. So far as I could judge, the ration was not enough to enable those, who came to the poor-house in an emaciated condition, to pull up sufficiently to warrant their being drafted to relief works.

183. A certain amount of work was taken from the inmates, but there was nothing much to show for it. Able-bodied applicants were sent to the relief works, and others were sent to their homes as far as possible, so that the permanent poor-house inmates were only those who were unable to work.

184. The inmates were free to leave whenever they wanted, but there was a very fair proportion of permanent residents, especially at the poor-house at Shahganj in the most distressed tract.

193. We only had kitchens at the works after the introduction of the intermediate system in the beginning of April. In July it was found necessary to start a kitchen for the children in the municipality, and at one tahsil.

It seems to me that kitchens are best kept for the relief of children, and, wherever possible, I prefer this form of relief for them to any cash doles. Parents cannot, as a rule, be trusted to feed their children properly when the pressure is severe.

The largest kitchen in this district was the one that was opened in July for the municipality. From the date it was opened all cash doles for children were stopped, and the children who received them before had to attend at the kitchen for food. These children all had tickets, and were admitted as a matter of course. In addition to this all children who presented themselves, and whose appearance warranted their needing relief, were admitted.

At each meal one or more of the municipal members were present, and as a rule at least once a day one of the district staff was also present.

199. Rupees 7,780 were lent to *zamindars* on the partly recoverable system for digging tanks and making *bandhs*. Rupees 3,950 ordinary *taqavi* was given for *pakka* wells; R9,500 were given free of interest for *kachcha* wells, and R7,650 were advanced for seed grain. No advances were given for subsistence.

200. The partly recoverable advances were spent on the employment of labour; as to the other advances, there was no regular check, but I have no reason to think that any but a comparatively insignificant percentage was spent on other purposes.

201. The regular advances were supplemented by a large gift of R68,000 from the Charitable Fund, and there is no doubt that the help thus afforded was of the most material assistance. Seed grain was so scarce and dear that without this help a large area must have remained unsown last July, especially in the rice lands.

207. The collection of R2,94,224 land revenue has been suspended. No formal suspensions of rent have been made, though such is possible under the existing law, but the landlords have for the most part extended the benefits to their tenants. All courts and officers have been on the watch to see if any landlord unduly pressed his tenants, and had such cases come to light, formal suspensions of rent would have followed. There is no doubt at all that but for this the landlords must have fallen heavily into debt.

As to future payment, with ordinary seasons the amount suspended will be easily paid. The recovery is to be spread over two years, the amount suspended being recovered in four half-yearly instalments.

223. It is not, I think, easy to lay down any general rules that will prevent State relief and private charity overlapping.

If Government is to "limit its assistance to what is absolutely necessary for the preservation of life" and relief is not to be given till the recipient is in a semi-starved condition, then no doubt there is ample scope for private charity without trenching on the field of Government relief. If, on the other hand, a wider view is taken and Government "makes itself responsible, as far as may be practicable, for the saving of life by all available means in its power," this, I imagine, presupposes that Government steps in at an earlier stage and affords relief before the people have become so reduced by hunger that they are unable to perform an efficient task in return for the money assistance given them.

In this case there is not so much scope for private relief, and especially under object III is a certain amount of overlapping unavoidable. At the same time I do not see that it is possible to lay down hard-and-fast rules, and I should prefer leaving matters to the discretion of individual officers.

224. Object II, as explained, only refers to the maintenance of orphans after the close of famine relief operations, but, if necessary, this object might be still more clearly defined as suggested in question 225.

227 to 229. I have no experience of the working of such shops.

230. The relief to broken down agriculturists should clearly be given shortly before the rains break. It is impossible to say what the season will be like, and it is useless to delay the distribution of this relief till the rains are over. Acute distress cannot subside till the autumn crops are ready, and the distribution of large sums of money just before the rains last year added very considerably to the area under crops, and thus materially hastened the subsidence of acute distress.

232. There are so many poor agriculturists in need of relief who could not get *taqavi* that the fund would have to be far larger for this point to be worth consideration.

235, etc. For answer to this I refer to the report on the administration of the Charitable Fund.

242. The first sign that we had of the approaching distress was the number of half-starved women and children that came to the city from the neighbouring rice tracts of this district and Azamgarh. Again, in July the number of

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children in a starved condition attracted attention. At the beginning work was provided by the municipality till the numbers became a source of danger, when works were started outside the municipality. In July relief was afforded by starting a kitchen. While relief works were in full swing there was no very noticeable wandering.

The wanderers were nearly all from other districts in this province and most of them from Azamgarh, the villages of which district are close to ours. We made no difference in the treatment of wanderers, but shortly before the rains set in as many as possible in the poor-houses were drafted back to their own districts.

248. The figures given me for the Khutahan tahsil for the death-rate are—

1891	32·80
1892	26·51
1893	20·33
1894	46·32
1895	24·62
1896	22·17
1897	41·88

Our deaths from cholera were less than they had been in previous years, but there was an epidemic of small-pox that accounted for many of the deaths. It is impossible to say exactly how many deaths were due to the direct or indirect effects of the famine, but no one who saw the people can doubt for an instant that a good many deaths were so caused. The only way of course to prevent such deaths is to afford relief before the people have fallen off in physique. If they are once weakened by insufficient nourishment, they are more liable to succumb to attacks that would otherwise pass off.

257. In this district where there were no large collections of workers, the sanitation seems to have been as good as it ever is in India, and we had practically no cholera on the works or in the poor-houses. There were a few sporadic cases, but they did not spread. The greatest care was taken to secure the best possible drinking water, and the main illness on the works was small-pox, and in the poor-houses bowel complaints due to improper feeding on first admission. We had sufficient medical attendance.

259. The population according to the census was 1,025,869 in 1871 and 1,264,949 in 1891. Since then, taking only the excess of births over deaths, there has been only an increase of about 2,000. The figures for the past seven years are as follows:—

	Births.	*Deaths.*	
1891	41,139	41,508	
1892	40,619	33,540	
1893	46,624	25,715	
1894	41,545	58,594	(Excessive rain and fever.)
1895	31,631	31,141	
1896	36,295	30,838	
1897	32,396	46,473	

There is very little culturable area in this district that is not under the plough, and there is practically no room for any increase in the cultivation, and the food-producing capacity is in no way different now from what it was 20 years ago when I first knew the district. Almost the whole area is and has long been protected by irrigation from wells.

270. In this district there is a certain amount of emigration to the Colonies, and in addition to this a large number of persons have spread from the district all over India, notably as syces. Two meals a day were given in the poor-houses and kitchens, consisting of *dál* and rice or *dál* and *chapatties* made of barley or gram or a mixture.

The food in the poor-houses came to nine or ten *chataks* for a man, and eight for a woman, and children less in proportion to their apparent age. In jails the allowance of food is 14 *chataks* for a prisoner with hard labour, and 12 *chataks* for women and for men in simple imprisonment.

282. It appeared to me that the market rates were reasonable, and followed fairly well the supply available. Prices would doubtless have fallen sooner if the bania could have foreseen that the present spring crops would be so good; but I think that under the circumstances they were wise in holding back their stocks. The cukivators, too, did not put much of their stocks on the markets, but held it back for their own private consumption in case there should be another deficient harvest.

As compared with Ghazipur and Ballia, our prices were somewhat higher up till the close of 1896, but through 1897 our prices were much the same as theirs. So far as I could judge, there was never any difficulty in keeping the markets fully supplied at the rates prevailing, and the rates in villages followed those of the nearest large bazar. The large grain merchants in the city appeared to have very good information as to where food was obtainable and the rates, and I see no possible advantage from Government interfering in any way in trade operations. When the scarcity began, a large number of the city residents interviewed me, but their complaint was not as to the high prices but as to the rates varying two or three times in the day. In a short time, however, the markets steadied, and although a few natives did ask why we did nothing to regulate prices, yet by far the greater majority of the people here accepted the high prices as a matter of course. By far the greater portion of the inhabitants of the district bore the pressure of high prices very well, and distress was only acute over limited areas, and among the poorer class of labourers and small cultivators, and persons with fixed incomes.

(*President*).—How long have you been Collector of Jaunpur?—For four years.

The rice-crop of 1896-97 failed almost entirely?—Yes.

Is it a very extensive crop?—In the particular area in which there was distress it is the only crop, but it is not very important for the whole of the district.

Does it depend upon the rainfall?—Yes.

Is the rabi crop grown on that rice land?—A very small proportion of it.

Azamgarh adjoins Jaunpur?—Yes, to the north and north-east.

How do you compare the condition of the people of Azamgarh and Jaunpur in ordinary times?—I have only been in Azamgarh for one cold weather. I don't know it thoroughly. I think the people in Jaunpur are better off than those in Azamgarh.

Jaunpur is permanently settled?—Yes.

Is it lightly assessed?—Mr. Wheeler calculated that if he assessed it now he could get two lakhs more.

What is the total revenue now?—Twelve lakhs.

(*Mr. Higham*).—What class of work was carried out?—We began with raising roads; after that we employed labour in deepening and digging tanks.

How far were tanks from villages?—They are all scattered about. You come to a house every hundred yards in Jaunpur.

I suppose the general distance from villages is very small?—Yes.

People did not have to go far?—No.

Were there any works in which they had to go so far as to have to reside on works?—There was very little residence on works.

You began working on the Code system?—Yes, from the beginning.

When did you begin on the intermediate system?—In April.

What effect had that on works?—It was difficult to say. It was just the time that the *rabi* harvest had come. There was a falling off in the numbers, and whether that was due to the change of system or to the *rabi* harvest I cannot say. We lost all the dependents.

You had no dependents on the intermediate system?—No.

Did you do anything for children?—There were kitchens.

Had you kitchens when you first introduced the intermediate system?—After a week or so.

Do you think people on the intermediate system earned more than on task work?—They could earn enough to support themselves and their families. We got more work out of them on the intermediate system.

Was the family able to earn more than on the Code system?—I don't think there was much difference.

The digger and carrier got so much each?—It was given to the gang. They divided it.

Did you keep up your typical number in the gang throughout?—Yes.

How did you manage to keep your gangs. What did you do with the third carrier?—If there were extra the District Engineer arranged that.

What was your proportion of males?—There were two women and a child to one man in the middle of April.

Two children count as one unit?—Yes.

When working on tanks do you think people came more freely than on roads?—No, we had more work on roads, because distress was more severe.

You don't think the fact of work being near their villages brings out an undue proportion of men?—No.

Did you have special gangs for those unable to do the full task?—We arranged that the weakly should have or should do a lighter task; instead of 100 feet they had 90 feet, or whatever the engineers thought fit.

What was the basis for the calculation of wages?—Twelve seers all through.

One anna nine pie for the digger is not more than the Code scale of wages. Why should there be any danger of the members of a family earning more under this system than under the Code system?—I don't think they earned more.

The people did't earn more?—No.

(*President*).—You say you got rid of dependents. Do you know what became of them?—Most of the dependents stayed at home, where they were supposed to be supported by the workers. Judging from the mortality I think the children suffered.

(*Mr. Holderness*).—I see that at the end of February when the Code system was in force there were 43,671 workers and 15,043 dependents, giving a total of 58,714; of the workers 14,410 were children and of dependents 12,490 were children, so that out of a total population of 58,714 there were 26,900 children. At the end of April, when the intermediate system was in force, there were 13,202 workers and 1,534 dependents, giving a total of 14,736 on works; of the workers 1,302 were children and of the dependents 1,489 were children, thus there was a total of 2,791 children out of a total body of 14,736 persons on works, so that children have to a great extent disappeared from the works under the intermediate system. Do you consider this contraction was attended with injurious effects?—Judging from the mortality returns it seems it was.

Can you give us the number of children's deaths for the first three months of the year 1897?—1,560.

For the next three months?—2,817.

What were they for the first quarter of 1896?—534.

For the 2nd quarter?—872.

(*President*).—When you discovered this what steps were taken?—It was on this that I started a kitchen at the suddur. I also gave instructions that children should be watched in connection with the village gratuitous relief.

(*Mr. Holderness*).—The following appear to be your figures for gratuitous relief in successive months: 503 in January, 10,293 in February, 8,949 in March, 9,874 in April, 12,677 in May, 14,017 in June, 19,341 in July, 22,707 in August, 9,000 in September. It would appear that your gratuitous relief was not in full swing till February?—No.

In March and April it was reduced?—Yes, the *rabi* harvest was coming in.

In May why was there an increase? Is that in connection with the intermediate system?—Yes, partly.

In June and July it went up further?—Yes, relief works had to be stopped and then soon after the Indian corn was ready.

This increase in gratuitous relief was forced upon you by the increasing destitution of the people?—Yes, they seemed to want it.

In fixing the numbers on gratuitous relief had you before you any rough rule as to the percentage?—No.

If you had the Code system of work continuously going on, would that have necessitated all this amount of gratuitous relief?—Not so much I think.

(*Mr. Higham*).—In working this intermediate system did you give no Sunday wage?—No.

Were they allowed to work?—No.

Then practically they were worse off than if working on the Code system?—I think the wage was calculated to allow for no work on Sundays. I think they were better off than on the Code system.

They had to keep their adult dependents?—Yes.

And feed their families on Sundays?—Yes.

You say in reply to question No. 110 that you think the intermediate system is suited to all stages of a famine. Do you mean you could modify the task to suit the strength of the people?—Yes.

If you paid more to women and children do you think it would have been suitable?—I think so; even women did a certain amount of digging.

In regard to your answer to question No. 73, how did the rates paid on the railway compare with yours?—I did not get the rates from Mr. Izat.

You don't know if the rates were better?—No.

As far as your experience goes, the best form of work is the intermediate system, and you would employ all labourers on tanks?—Yes, in Jaunpur.

Do you think tanks would hold out for nine months?—They would go for three or four years.

It is not necessary to look about for roads and railways?—I think not.

(*President*).—Are these irrigation tanks?—Yes.

How do they irrigate?—They lift water with baskets.

Do they use them for rice irrigation?—There are *jhils* in rice tracts.

The tanks are chiefly used for the *rabi* crop?—Yes.

You say in your answer to question No. 71 that when people do leave their homes in search of work they go long distances: you say you heard of people going as far as Calcutta. Were those people artizans?—Yes, chiefly.

Did many people come from Azamgarh?—Yes, we had a fair proportion; our works were on the borders of Azamgarh.

(*Mr. Holderness*).—What statement did the Azamgarh men give as to why they came?—They said there were no works in their district near enough to their homes.

Did they seem pinched?—Yes, decidedly.

Were there many people in the poor-houses from Azamgarh?—Yes.

(*President*).—Are the landless labouring classes as much averse to leave their villages as small cultivators?—It seemed to me so.

You say in your answer to question No. 130 that experience shows that it is waste of money to pay cash to non-working children. What is the meaning of that?—I gathered from the death-rate that the parents were spending the dole on themselves and not on their children.

As judged by their condition?—Yes.

How much was the dole that non-workers received?—I think one or two pice, according to age.

Is not one pice a very small dole?—Yes.

As a rule in Jaunpur, do you think that the children of the poor are stinted by their parents?—No, not as a rule.

Is it not strong evidence that the parents were rather starving themselves than stinting their children?—Yes.

Have you allowed for the fact that children show privation sooner than adults?—No, I have not considered that point.

You say the normal wages paid to agricultural labourers consist of payments in kind. Last year this system was not adopted and wages were paid in cash as a rule. I suppose they did that on the pretext that they had not grain to pay?—Yes, and it was less valuable really.

With reference to your answer to questions Nos. 133—139, I presume that you doubt the necessity of taking measures to press people off works at harvest time?—Yes, I did not put pressure on them myself.

Do you think it is generally necessary?—Very little pressure was wanted.

Do you think that applies at the commencement of the monsoons?—Yes.

There is some risk in using pressure. Do you think that the works are popular enough to keep people on them as soon as they have reason to know that work is procurable in the villages?—Not in Jaunpur. They prefer living in their homes and working in their own fields.

(*Mr. Holderness*).—In the case of an agricultural labourer, is he sure to find employment as soon as the rains break?—Yes, if the tenants are not crippled. In the early months of the rains, after the Indian corn crop is ploughed and hoed and till it comes in, there is not much scope for the labourer.

(*President*).—If it is necessary to close works at the beginning of the rains and at the same time it is uncertain

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whether all labourers will get employment in villages, do you think it is sufficient to trust to gratuitous relief in the shape of doles, or would it be better to have a relief centre with kitchens, where people could get cooked food?—I think gratuitous relief would be enough.

I thought you might have one kitchen in each famine circle?—That would involve going eight or nine miles, and would involve residence at the kitchen. I think zamindars did exercise pressure to keep day labourers in their villages and gave them enough to prevent their going away.

(*Dr. Richardson*).—During the 2nd quarter of 1897 you said the mortality among children was very high. That happened to be simultaneous with some changes in your system of relief?—Yes.

In the district as a whole there were in April 4,884 deaths, of these 2,073 were due to small-pox; in May there were 3,991 deaths, of these again 1,754 were due to small-pox; in June there were 3,141 deaths and 842 were due to small-pox, then it decreased. Then again in August the number of deaths from fever alone rose to 3,380, in September to 3,440, in October to 4,181, and then they began to decrease. It appears to me that in the small-pox in the first quarter and fever in the third quarter you have a sufficient explanation of the high death-rate?—Yes.

(*Mr. Holderness*).—What was the cheapest food in the district on relief works from March?—Barley.

Was it at 12 seers or less?—Rather less.

Do you consider the 12-seer basis was a reasonable basis?—Yes.

Would that represent the price in the district?—Yes.

In your district apparently, under the intermediate system, a digger and two adult carriers would earn 4 annas 3 pie, if they did the maximum, would they not?—Yes.

If they earned that for six days, not having a Sunday wage, the aggregate would be for a week 25½ annas. Under the Code system, on the 12-seer basis, the party would earn 3 annas 6 pie a day for six days and 2 annas 6 pie as a Sunday dole, or 23½ annas altogether, so that under the intermediate system the party would earn only 2 annas extra, and that would be the amount they would have for the support of their dependents. In your opinion is that enough?—No. The rates paid may require re-adjustment but *as a system* I prefer the intermediate for Jaunpur.

When you had the Code system in force with 30,000 people, were you overdoing it?—No. There was a small proportion who didn't require the relief.

After the rabi had been reaped was the condition of this tract materially improved?—They had a certain amount of work in the villages with thrashing and winnowing corn and watering sugarcane.

Were they so much better off that you were satisfied that 15,000 workers on works were sufficient?—I had my doubts about it, but as they did not come to works I concluded they had some means.

Now that you look at the wage and see the surplus, are you satisfied?—Yes, we increased the gratuitous relief a great deal.

(*President*).—You say in your answer to question No. 180 that the poor-house ration appears to afford a bare subsistence and was not enough to enable those who came to the poor-house in an emaciated condition to pull up sufficiently to warrant their being drafted to relief works. That poor-house ration is the same as the minimum or D ration?—Yes.

I suppose you think it is barely enough for people on works?—If they have to do a reasonable amount of work.

(*Mr. Holderness*).—Are the people in Jaunpur more reluctant to leave their villages than those in any other district?—I cannot say.

The works under the partially recoverable advances did not take?—No.

Were the terms too onerous?—We had no work for zamindars that they would care to take.

Have you any large weaving community?—No.

Did you do as many tanks as you would if you had to do the famine again?—Yes, I think so.

Is it possible to work them directly by the Public Works?—Yes.

You say that intermediate works were popular in the district. Was that your personal knowledge?—No. I go by the District Engineer's opinion. The Tahsildar told me the same, because the people knew what they would get.

Were you ever called to task by your Government for the number you had on gratuitous relief?—I had a telegram once, but apparently there was some mistake of calculation on their part.

They were satisfied?—Yes.

In working your gratuitous relief did you employ any missionaries?—Two zenana ladies did something in the city.

From Government funds?—A certain amount from Government funds and some from the Charitable Relief Fund.

Did some Patwaris get into trouble in connection with the Charitable Relief Fund?—Yes, about eight or ten did.

They exacted a certain percentage?—Yes.

You say in your answer to question No. 242 that the first sign of the approaching distress was the number of half-starved women and children that came to the city from the neighbouring rice tracts of Jaunpur and Azamgarh. When was that?—In September.

When did you actually commence relief?—We began by giving a certain amount of work in the city in September. I actually started test-works on the 8th of October.

Do you think you were early enough?—Yes.

The death-rate figures given in your answer to question No. 248 are for the calendar year, I suppose?—Yes.

You mention that many of the residents of the district took up service outside. During the scarcity did remittances increase or decrease?—I do not know.

There has been no decrease in the population since the last census, has there?—Judging by the excess of births over deaths there has been an increase of about 2,000.

Was there much sale of jewellery or cooking utensils?—I cannot say.

Generally the cultivators can weather a bad year?—Yes, but we have had nothing like this for a hundred years.

The fixed tenant is a substantial man?—Yes.

And that gives backbone to the district?—Yes.

Has the district recovered now?—Completely.

There is full employment for labourers?—Yes.

The good harvest brings in a good deal of grain to the labourers?—Yes.

MR. C. E. DUPUIS, Executive Engineer, Public Works Department, Irrigation Branch, Ken Canal Survey, North-Western Provinces and Oudh, called in and examined.

Mr. C. E. Dupuis.

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I put in a written statement of evidence.

I was in charge of the famine relief works under the Public Works Department in the Allahabad district for nine months. There were at one time 38 charges and over 260,000 persons on these works.

Nature of witness's connection with the famine operations.

2. In the earlier stages of the operations almost all the work was earthwork on roads. This was found fairly satisfactory, but the large charges spread over an excessive length of road and tended to move along too fast: then tanks alongside of, and adjacent to, the roads were taken up and worked with the roads. This was better, but the tanks generally took longer to do than the adjacent bits of road, and work again got scattered. Latterly tanks formed the backbone of the work, often unconnected with any road at all; at first very large tanks, two or three to a charge, and later the small works system with ten or twelve tanks to a charge was introduced, and proved conspicuously successful. After the commencement of the rains a good deal of stone-breaking was done and road metalling collected.

General description of the works.

3. There was practically no difficulty in finding plenty of work, but occasionally there was some slight difficulty in finding a work fulfilling all the desired conditions in a particular locality.

Difficulty in finding suitable work.

4. It is difficult to recollect and specify in detail what did and what did not, constitute departures from the principles laid down in the Code, especially as such points were determined by higher authority, and reached me only in the form of orders to adopt such and such a procedure; but as such orders were nearly always the outcome of difficulties experienced in complying with previously existing orders, it will come to nearly the same thing if, following the order of the chapter on famine relief works in the Code, I note when and how the principal difficulties were experienced and the methods adopted to meet them.

Difficulties experienced in carrying on the works and modifications of the Code orders.

5. The modifications adopted in the Code classification of relief workers, and the general methods adopted for the organization of the works, are clearly stated in Circular No. 18 P. W., of the 5th December 1896. The procedure therein described was the basis of operations throughout and worked extremely well.

Classification of relief workers and general principles of organization.

6. The first great difficulty bound to occur in famine relief works on any scale is the determination and enforcement of the task.

Tasks; the difficulty of their determination and enforcement.

The Code clearly contemplates a definite task for each individual, graded to suit his strength, with a very light scale of fines to ensure its execution. Practically the allotment of a graded task daily to each of several hundred thousand persons, the measurement of the task actually executed in the evening, and the assessment of individual fines, are nearly impossible, and, if done at all, can only be done in a most perfunctory and superficial manner.

7. The "diggers" alone have a task that can be satisfactorily measured (though in broken ground, after two or three days' work in a large charge, the difficulty of making any measurement at all, much less an accurate measurement, must be experienced to be appreciated). On the diggers, therefore, almost exclusively falls the burden of the fines, and they are the very men whom experience has shown that it is most necessary to encourage; they are also the only class whose wage offers a reasonable margin for fining, above the minimum, so that any fines inflicted are, as a rule, too small to be effective for enforcing work from intentional shirkers, whilst heavy enough to disgust a proportion of fairly earnest men amongst the diggers.

Difficulty of measuring tasks actually executed, and unfair incidence of fines on the "diggers."

8. The final development of the modified intermediate system as applied at the end of the famine is, in my opinion, the best method yet devised to meet this very great difficulty about tasks and their enforcement, and there would seem to be no reason why it should not be the *only* system, worked with or without a minimum for each class according to the degree of distress prevailing; *with* a minimum it differs in no material respect from the original Code system, excepting in the simplicity of its application and the fairness of the incidence of the fines.

The final development of the modified intermediate system recommended for universal adoption.

The original order introducing this method will be found in Appendix IX of Mr. Palmer's report, issued amongst the appendices to Resolution No. 2469, dated 23rd November 1897, but it is considered so important as to deserve a little further detailed description as follows.

9. Each gang (made up of mixed classes in the usual way) is given a task calculated to last it at least a week. Two or three pages are set apart in his measurement book by the overseer or work agent for the measurements of each gang. Every gang's work is measured up *up to date* by the overseer every evening. This can be done in a minute or less if it has been systematically executed:—a simple deduction of the previous evening's measurement gives the work done by the gang during the day, which is entered at once by the overseer on the muster roll; a glance at the muster roll shows the number of diggers present in the gang at the morning's roll call; dividing the total work done by gang by the number of diggers gives the average task per digger performed by the gang; this determines the scale of wages (scale A, B, C, D, etc.,) in accordance with which the gang is to be paid; the overseer merely enters the letter of the scale at the top of the column for the day in the muster roll and goes on to the next gang.

Description of the method of working the modified intermediate system with gang tasks and a sliding scale of wages.

The *muharrir* following him finds the total quantity of work done by the gang recorded and the scale of payment fixed. He proceeds to fill in opposite each man's name the wage to which he is entitled in accordance with the scale of payment earned, and abstracts the totals for the gang into his day book, and when he has finished all his gangs, takes the completed day book abstract to the officer in charge and draws money for payment accordingly. The officer in charge prepares from his charge day book an abstract of the various *muharrirs'* day books, which forms the basis of all his accounts and returns.

The measurements of the day's work being necessarily made in the evening it is found best to make payments the following day.

The above description applies to earthwork where only the diggers do measurable work; for a description of the system as applied to stone-breaking where nearly all do measurable work—see Appendix VIII to Mr. Palmer's report, issued as an appendix to Resolution No. 2469, dated 23rd November 1897.

10. The rule providing for the feeding of applicants presenting themselves for admission before setting them to work is deprecated as unnecessary and a most fertile source of trouble and suspicion in the accounts.

Abuse of the rule providing for the issue of food to new comers prior to enlistment, and recommendation that it be abolished.

So far as my experience goes, whatever the system, the great majority of the persons on any work come from the immediate neighbourhood and do not, as a rule, present themselves for enlistment in the starving condition here presupposed.

The distribution of parched grain in the evening to persons professing to have come too late for enlistment that day was habitually grossly abused by *nominal* enlisters, who came for the distribution day after day without any intention of coming to work. Discretion might well be left with the officer in charge to distribute a little grain to persons really appearing to need it and to no one else.

11. It is not necessary that every work or charge should be open to enlistment. When work is first started in any distressed locality, it almost invariably happens that it is more or less "rushed," and the utmost difficulty is experienced in coping with the thousands of workers coming on, sorting them, providing them with tools, and setting them to work. Within a very few days the original charge has generally to be sub-divided into two or more charges, and the new ones are generally drafted off on to other works within a few miles. If all these works are open to enlistment, each and all of them is liable to become the focus of a further rush (sometimes caused by desertion from one charge to another),—and in any case it is necessary to be prepared for such an eventuality by providing a large reserve store of tools and establishment on each work,—the strain on the organization is greatly aggravated, and the danger of a temporary breakdown much increased. If, on the other hand, only the original charge remains open to enlistment, it can be relieved to any desired extent by the detachment of subsidiary, but independent "closed," charges, without increasing the number of vulnerable points.

Danger of having all "charges," especially newly formed ones, open to enlistment.

The use of "open" and "close" charges.

This system of "open" and "closed" charges (one "open" charge only in each group), simple as it seems, was introduced to check rushes in Allahabad in the early days of the famine and was found most effective.

12. The Code prescribes sanitary sites for camps, the provision of hutting and residence of the workers in camp.

North-Western Provinces Code, paragraphs 84, 85 and 86.

A practical point which has hardly received the attention that it deserves is that moving camps are immensely more difficult to organize and manage than stationary ones. Not by any means the least of the many advantages of the small works system of South Allahabad was the stability given to work by having a stationary headquarters. Two or three marches in rapid succession will reduce the most perfectly organized relief camp to a flying rabble, and this is the worst of all the many difficulties consequent on an outbreak of cholera.

Greatly increased difficulty of managing moving as compared with stationary "charges."

Harassing effect of frequent marches.

Sanitary sites are of course always chosen when possible. I think camps should not be shifted oftener than once a fortnight unless there are special reasons to the contrary, and longer

Sanitary sites.

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halts are distinctly better, unless the works are very concentrated and crowded.

Difficulty of providing shelter.

Hutting is an extreme difficulty in moving camps. It is difficult enough to provide accommodation for the staff, offices, and hospitals, let alone the workers. This difficulty is itself a very strong argument in favour of stationary camps, as small mud huts can be quickly run up and thatched, and are much more substantial, convenient, and comfortable than grass screens.

Residence of workers in camp undesirable.

The residence of the workers in camp is distinctly undesirable; the more the people can be induced to go to their homes at night or, indeed, anywhere on the works, the better chance there is of keeping the place clean; also if the workers leave the works at night, the necessity for providing shelter is reduced to a minimum.

Daily payments.

13. Daily payments were found practically possible, and were regularly made; they possess many advantages, and should be adhered to whenever possible, but in any system involving payment on the result of measurements made late in the afternoon, it is almost necessary that payment for to-day's work should be made to-morrow.

Difficulty of obtaining sufficient copper coin for daily payments.

14. The greatest difficulty was experienced at first, and in a less degree later, in obtaining a sufficient supply of copper coin for making the payments. Again and again payments were delayed in spite of every possible endeavour to collect the coin from any and every source. This was a most serious practical difficulty and is well worth bearing in mind.

Sunday wages.

15. The question of wages for Sundays and other non-working days is a very vexed one. Various orders were in force in Allahabad at different times without any obvious effect on the people; personally I am in favour of adhering as closely as possible to the principle of paying only for work actually done, and pitching the scale of payment so as to provide a subsistence allowance for a certain proportion of blank days. This is less demoralizing to the people and tends to diminish the contrast between famine relief works and any other kind of work, which is perhaps too strongly marked.

Insufficiency of the margin for effective fining with the present minimum wage.

16. The minimum wage as at present fixed does not leave sufficient margin for effective fining, without which in some form or other the task cannot be enforced, and if the task be not enforced, the work at once degenerates into gratuitous relief, and there is no test of distress at all. It is believed that a variable minimum to suit the conditions of the locality might advantageously be fixed by the Local Government for each case (province, district or tract), such minimum seldom or never exceeding half the maximum wage. Only seriously distressed tracts should require a minimum at all.

Hospitals.

17. Hospital arrangements are exceedingly difficult to make satisfactory. It is believed that, to be of any real use, hospitals must be stationary, and they can generally be so placed that one hospital will serve three or four different works. Some local arrangements are required on each charge to provide for mild temporary cases, and for the segregation of suspicious cases preliminary to their being sent off to the central hospital. Large central hospitals have a tendency to degenerate into unauthorised poor-houses, and the management of their accounts is a difficult matter; there is practically no check on the demands of the hospital assistant: the position of medical subordinates on famine relief works is a difficult one and wants careful defining.

Feeding of the children.

18. At the end of the famine practically all small children on the works were being fed in kitchens, receiving a substantial meal twice a day. It is difficult to exaggerate the advantages of this system as compared with giving money to the parents, and it cannot be too strongly recommended for universal adoption.

Adult dependants.

19. Adult dependants were neither numerous nor troublesome, but they are out of place on relief works and the genuineness of their dependence is often doubtful. It is believed that it would be better to transfer them to village relief lists, or to feed them from the children's kitchens, or to send them to the nearest poor-house.

Success and economy of the famine relief administration.

20. I am hardly in a position to criticise the success or economy of the administration of relief, but from what I saw myself in Allahabad I am convinced that it was in the highest degree successful, and the published statistics prove the economy. As regards the latter, the system of relief works adopted in the south of Allahabad and known as the "small works system" has come in for a certain amount of criticism. The proportion of the population that came on to the works under this system was no doubt excessive and much greater than it would have been under the ordinary large works system, but whether that was altogether a disadvantage under the circumstances is open to question.

The "small works system" of South Allahabad.

21. The system itself is, I consider, a peculiarly satisfactory form of relief, logically correct, and economically sound; but if relief works are opened near every village in a way that does not necessitate the people leaving their homes to take advantage of them, it is only reasonable that some account should be taken of the resources that they already possess, and it would seem that a heavy task and specially low rate of wage is a perfectly justifiable accompaniment of the introduction of the small works system into any district.

Possibility of combining small works system with one or two large works.

22. To satisfy the objection that, though most of the people may possess some small resources, there are a percentage who do not, and that an extra low rate of wage would mean starvation for them, I would suggest that in a district under the small works system (which would presumably under the above assumptions be worked on the intermediate system with rather heavy tasks and no minimum wage) one or two large works might also be kept open, preferably stone-quarries or some other different class of work, where the task might be moderate and a minimum wage in force, to which all outsiders, homeless wanderers, and any persons who preferred to leave their homes for the sake of the higher wage might be directed.

Superiority of a "low wage" to a "distance" test.

23. If the imposition of a disability of some kind is necessary as a test on applicants for admission to famine relief works, the advantage to Government is obvious of the test of a heavy task and low wage as compared with a "distance test," which acts very imperfectly and unfairly and benefits no one; while so far as it answers its purpose at all its effect is to deny the relief altogether to those who are not prepared to break up their homes and temporarily at any rate cut themselves adrift from their ordinary life and occupations—an eventuality which it is one of the main objects of famine relief to prevent.

On these grounds I am a strong advocate of some slightly modified form of the small works system when local conditions are favourable and distress is severe, but it is obviously not always applicable.

Necessity for provision for all information to be subsequently required, in the scheme of accounts and returns beforehand.

24. In conclusion, I would note that the matters that concerned and troubled me most in actual work were not so much questions of main principles such as concern this Commission, as details of organization and accounts and the evolution of satisfactory forms and unmistakeable orders about the compilation of returns, and it may be noted that it is, above all, urgently necessary that all information that it is considered desirable to have on record shall be clearly specified beforehand, that it may be provided for in the scheme of compilation. The original accounts of famine works are so numerous and bulky and accumulate at such a prodigious rate that any information not automatically abstracted in the ordinary course of work is soon hopelessly lost.

(*President.*)—When did you go to Allahabad?—On 24th January 1897.

(*Mr. Higham.*)—Were you there till the end of the relief operations?—Yes.

What was your beat?—The whole of the Allahabad District, north and south.

In the northern part of the district you introduced the intermediate system?—Yes. We had a great variety of systems.

Did you have the intermediate system in the south?—After the rains broke.

You say in paragraph 8 that the final development of the modified intermediate system as applied at the end of the famine is the best method yet devised to meet the difficulty about tasks and their enforcement, and there would seem to be no reason why it should not be the *only* system worked with or without a minimum for each class according to the degree of distress prevailing; *with* a minimum it differs in no material respect from the original Code system, excepting in the simplicity of its application and the fairness of the incidence of the fines. By the original Code system you mean the system introduced by the circular of 5th December?—Yes, that was always my basis.

Why do you say it differs in respect of simplicity?—You had to give the men's wage and you had to make provision for fines.

When you worked on the Code system didn't you do that?—The statement for the gang was made out and the money drawn and paid in the evening. You only knew in the evening what fines should be assessed.

In Banda which was worked in the same way they paid wages the next day?—You cannot pay the same day if you have to make measurements. I don't think there is time to take attendance and submit registers and pay after the work is completed. If you paid the men the next day the difficulty would be removed.

Is that not an essential part of the Code system?—No.

You say it differs in no material respect from the original Code system, excepting in the simplicity of its application and the fairness of the incidence of the fines. How is that the case?—In the other cases the fines fell on the digger, here I would fine them all round proportionately.

Didn't you fine the carriers under the other system?—Yes, but there was very little margin for fining.

Under the Code system if a short task was done the digger was fined; under your intermediate system you could fine the carriers?—Yes.

The real difference is that there is more scope for fining?—Yes.

Under the intermediate system the principal difficulty is when you have more carriers than you want. How did you get over that?—It was very difficult. If you have many carriers in excess it almost stops your work.

What did you do?—As a matter of fact we made every possible man over to the digger and gave long leads and even then many people were only half-employed.

You had more carriers than necessary?—Only towards the end. At the end we had hardly any diggers left. The diggers went much more readily than the rest.

And they left you their women unprovided for?—Yes.

Then you had to place the women in other gangs and increase your carriers?—Yes. It was a difficulty at the end.

You didn't suffer in Allahabad because you had tank work?—Yes.

If you had been working on road works it would have been more acute?—Yes.

Supposing you had more carriers than your scheme allows for, and the maximum task is done, would all the carriers get the maxmium wage?—I don't see how you can help it. The intermediate system provided for one digger and two carriers, and the people would not present themselves in that way. By this system we provided for the difficulty.

If you had 50 per cent. more diggers than necessary, it would not matter whether you worked on the individual or gang system?—You could not deal with fractions.

How many carriers had you in excess?—About three carriers to one digger.

And the normal was two?—Yes, that was the convenient number for road work.

(*Mr. Holderness.*)—With reference to page 296, Volume II, are those the orders under which you worked the system?—Yes.

(*Mr. Higham.*)—Your diggers left you?—The difficulty was not very acute in Allahabad. We suffered in some degree.

The result of the diggers leaving you would be that more carriers would be put into the gang, and the result would be that the gang would earn more in the way of extra wages?—Yes.

The more carriers you put into the gang the less work they would have to do and the greater would be the family earnings?—Yes.

So that the diggers have every encouragement to go away?—Yes.

That seems to be the weak point in the system?—Yes.

(*President.*)—Do you think that really influenced the people?—No, I don't think the diggers went away for that reason. I think more women came thinking they would get more wages.

(*Mr. Higham.*)—The tendency would be for men to go away and women to come?—Yes.

If you work on the piece-work system the men would have to come out in suitable proportions?—When we first got orders we were inclined to turn off the surplus, but afterwards we got orders that all the people who presented themselves were to be provided with work.

The result was that the weak and feeble came?—Yes.

That forced your hands?—Yes. That order completely upset the two to one scale.

(*Mr. Holdernsss.*)—Was that a general order?—It was a North-Western Provinces Government order.

(*Mr. Higham.*)—Suppose instead of paying according to the constitution of the gang you paid as in Gorakhpore, that is, simply according to the work done. Do you think the effect would be for more men and fewer women to come to works?—I think it must be so.

And fewer children?—Yes, if they are unable to earn a satisfactory wage.

What was your proportion of men to the whole?—About 30 per cent.

Of these males a certain number are unable to dig?—Yes.

Out of this 30 in every hundred how many would be unfit for digging?—Five.

Then you would want to take some males for carrying water?—Yes.

And some as mates?—Yes.

Out of the 30 how many would remain as diggers?—I don't think the number taken for outside purposes would amount to more than 2 in the 30.

What did you pay as the Sunday wage?—The minimum wage.

What you call the minimum wage is really the dependents' wage?—Yes.

According to the old Code the minimum wage was the D wage?—Yes.

When you speak of the D wage, you mean the dependents' wage?—Yes.

And that is what you paid on Sundays?—Yes.

You think it would be better not to pay a wage on Sundays but to include it in the wage for the other six days?—Yes.

What did you do when work was interrupted by rain, etc. Did the people have to bear the loss?—Under the intermediate system they got no allowance.

They might lose a whole day's pay?—Yes, it was a great difficulty.

Was it practically a great difficulty?—Yes. We didn't do it in the case of cholera. We gave them pay as if they had worked.

Was there no objection to giving them on such occasions?—No.

Your earnings are not calculated to cover cases of that sort?—No.

There was no margin left for rainy days or for changing the gangs?—No. It was a practical difficulty in the rains that they could not earn the wage.

There is no difficulty in making a rule about that, is there?—It is a difficult thing to define what a rainy day is. Discretion was left to the officer-in-charge.

The rules for fining under the Code system are given in paragraph 52 of Circular No. 18 P. W.?—Yes.

That paragraph does not talk about the minimum wage?—No.

Under paragraph 60 you can fine down to the penal wage?—Yes.

Under rule 52 you can fine 1 pice or 2 pice?—Yes.

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But you are limited by rule 60?—Yes.

From paragraph 16 of your note it seems you don't think the minimum is low enough?—No. I would like to go below the penal wage. I think you want a bigger margin.

You are altogether in favour of village works?—Yes, I think they were very successful.

In what way?—I think they afforded much more real relief to the people.

You admit that your numbers went up?—Yes.

Do you think that is to the credit of the system or otherwise?—I think that might be met by lowering the wage.

Would you have a strict system of piece-work?—Yes.

Your minimum wage would be *nil.*—Yes.

And the scale of wages?—Low, because I consider people who would not otherwise leave their villages must have some resources of their own.

Supposing you began in October by relief works close to the villages, do you think works would have held out all through the famine?—Yes. I think in the south of Allahabad you could start now and do the thing over again.

Would not there be difficulty in carrying out these works when the rains came on?—Yes, because they are chiefly tank works which would stop with the rains.

Suppose you tried to do entirely with village works, and had no public works, could you have carried on?—Yes, until the rains.

I suppose a great many of the labourers would go away in the rains?—I think so, and I think it is desirable.

You suggest a very low wage and a strict task, and you admit there would be many people in the village who would not be able to earn a subsistence, for these you propose to have a distant work?—I think that is a possible way of meeting the difficulty. At Allahabad we enlisted every man and directed him to the tank nearest his home with a *chalan*, but if he preferred it I don't see why we should not have sent him 20 miles away.

Your recommendation is the opposite of what many witnesses have recommended. They suggest a reserve of small works near the villages for those who cannot leave the village?—I think my chief idea is to create the least possible disturbance of existing conditions.

You think you could find employment for thousands simply by keeping them on village works?—I think so in Allahabad.

Do you think the labour would be good labour, would it improve the condition of the people?—In proportion with the cost.

How about roads?—The difficulty comes in the question of the up-keep of the roads; as made they are very useful.

If you have to employ all this labour you think it can be employed as profitably on village works as on public works?—Taking everything into account I think it is as good a way of employing them. I think it is very desirable to prevent their leaving their homes.

Would you go much below the present Code rate of wages?—Not very much below. I would certainly fix a lower maximum, six pice against seven for instance. I think if we had had a rigid modified intermediate system we should not have had such a number of people on works. If we hadn't a minimum wage and if they had to do their allotted task.

Your recommendation may be summed up in the intermediate system. When you cannot have that, a low minimum wage and village works everywhere?—Yes.

(*Mr. Holderness.*)—How much did the people actually earn?— I think C with occasional B was the rule.

This scale is presumably based on 12-seers?—Yes.

If they earned B they would earn the same as they would under the Code with the 12-seer basis?—Yes.

Could grain then be had at 12 seers?—No.

(*Mr. Higham.*)—Was it exceptional for them to do the maximum task?—Yes.

About what proportion did it?—Very few.

(*Mr. Holderness.*)—Taking into consideration the fact that the men didn't earn the Code wage and that grain was never procurable at 12 seers, do you think they could earn a subsistence wage?—Yes, I think so.

You are against driving people away from their homes. Had you originally that opinion or did you form it gradually?—Perhaps it was a preconceived opinion. There was considerable reluctance on the part of the people to leave their homes.

(*President.*)—Do you think the collection of people at a distance from their homes has a demoralizing effect on them?—Yes, I should think it had to some extent.

(*Mr. Holderness.*)—Do you think it is better to begin with large works and open village works afterwards?—I should rather think it would be. I fancy it is a good test to start with.

Are not the people who first feel the distress labourers and afterwards cultivators?—Yes, I think big works are better at the beginning.

You are in favour of feeding children. Did you notice any great falling off in their condition?—We began by paying them, but the children were in very poor condition. From the time we adopted the system of feeding them there was a great improvement.

(*President.*)—The final remark in your note is no doubt true. Were you induced to make it by any call for information?—Yes, there was a lot of information wanted at the end of the famine which the original scheme does not provide for. We supplied it as far as we could, but there was great difficulty.

(*Dr. Richardson.*)—In paragraph 17 of your note you have some criticisms on the hospital arrangements. I think you hadn't any large works?—We had all kinds.

In connection with large works you think some hospital arrangements were required?—We had some hospital arrangements attached to each work, but it was quite impossible to provide us with hospital assistants for 38 charges. In the most distressed area we had some local arrangements. We appointed one of the mohurrirs to act as doctor and sent the serious cases to the Central Hospital.

That was a working arrangement it seems to me. What else could you have had?—To act up to what is contemplated in the Code is very difficult.

Did the Civil Surgeon go round?—There was a specially appointed man in Allahabad.

The Civil Surgeon stayed at head-quarters?—I don't know.

Did you go round and inspect?—Yes.

Did you see any cases where men who should have received medical aid failed to get it at the works?—We had boxes of medicines for cholera, fever, etc., made over to the mohurrirs. I think one great difficulty is the question of moving a camp at the time of an epidemic.

Were there any outbreaks of cholera?—Yes.

Did clearing out of the affected locality put an end to the epidemic?—Yes.

What was the cause of outbreaks of cholera on your works?—I think it was introduced from Rewa.

Did you use permanganate of potassium for your water-supply?—Yes.

Did that seem to have any effect?—A most beneficial effect.

Did you use permanganate of potassium in your wells before the cholera broke out?—No. We were short of it.

(*Mr. Holderness.*)—Did these small works necessitate a large establishment?—No. The individual supervision is much better.

It is said that the mortality is not fully registered. Have you any information on that point?—No. I should think cases must escape registration.

MR. N. McLEOD, Superintendent of Works, Fatehpur Branch, called in and examined.

Mr. N. McLeod.

1st April 1898.

I put in a written statement of evidence.

1. The Fatehpur Branch, Lower Ganges canal, runs through the length of the Fatehpur district, keeping to the south or Jumna side in which lay the principal area of distress in the district. Work on the canal in the Fatehpur district was started in the spring of 1896, and in the cold weather of that year was in progress over a length of 53 miles of main canal, and subsequently during the period

of distress work was commenced on the lower reach of the canal and some of the distributary systems.

Three sections of the main canal were reserved for work under famine relief systems, the remainder being carried out under the ordinary Public Works Department contract system. Relief works were opened on two only of the reserved sections in February 1897 and were closed at the end of July 1897.

These relief works were under my personal control. The officers in charge of the works were revenue subordinates nominated by the Collector of the district, and were under the orders of the Sub-divisional officers of the canal. The works were comparatively small, the greatest number of workers present on them on one day amounting to 5,300 only and the distress in the district was never so acute as to fully test the efficacy of relief works. I do not therefore feel myself fully qualified to offer a decided opinion on many of the issues raised.

2. (*Q.* **1.*) The affected area of the Fatehpur district is given as 582 square miles with an estimated population of 226,000, the greater part of the area lying in the parganas bordering the Jumna river.

The existence of canal works in progress in the tract undoubtedly mitigated the distress in the earlier periods, and eased the pressure on relief works as did the plenteous mohwa crop in the latter period. Early in February the numbers employed on ordinary canal works in the Fatehpur district amounted to 15,000. On the opening of relief works the numbers on ordinary work fell to 11,000, and by the end of March, when harvest operations were in full progress, fell as low as 4,000. During May the numbers again rose to 8,500 and remained at approximately that figure until the rains.

The labour employed was entirely local, with the exception of some 1,200 men from the trans-Jumna district, but on the opening of relief works these dispersed to their homes or were absorbed in the relief works.

3. (*Q. 39—49.*) The relief systems in operation works under my charge were—

(*a*) The North-Western Provinces task work system as prescribed in Local Government Circular No. 18 P. W. D., dated 5th December 1896, which remained in force till the end of March 1897.

(*b*) The modified intermediate system introduced in North-Western Provinces Government resolution No. 753—73 S., dated 16th March 1897, supplemented by the provision of cooked food to non-working children. This system was in force from the 1st April till the end of July 1897.

These systems are fully described in the above noted orders and in Mr. Higham's reports, and I have nothing to add. I am of opinion that (*a*) task work system was not required in this district, and that the necessities of the case would have been met by the introduction of the modified intermediate system from the outset. I cannot say from personal experience how far the latter system is applicable to a state of acute distress.

4. (*Q. 71—83.*) Residence on works was an exception, the greater part of the workers coming from villages with a radius of 7 miles.

The few who resided on the works came from villages up to 15 miles distant.

There does not in this district appear to be any objection on the part of labourers to taking up their residence on works or to going for work to distances of over 30 miles from their home. During the period while works were on the task work system with a recognised minimum wage, it was found that many labourers would attend to perform a merely nominal task whereby to ensure themselves the minimum wage and then go off to their ordinary business elsewhere. Residence in such cases might be made obligatory, but the best check against such practices would be the abolition of the minimum wage.

I would recommend the deportation of labourers to a distance to works of real utility.

5. (*Q. 84—113.*) I would accept the proposals made by Mr. Higham for the classification and wage of labourers on task works, the tasks for men and women within the same class being the same. Children over 12 years of age would be classed and tasked in the third, and children between the ages of 7 and 12 as half units of the 3rd class, with a wage of the cash equivalent of 8 chataks grain. The restrictions as to fining below the minimum wage are, I consider, unnecessary and inexpedient, except perhaps in an acute stage of distress or when workers are very much weakened. Of this condition of things I have no experience. The adoption of a minimum wage in other conditions of distress is open to considerable abuse and results in a waste of money. Payment according to the task executed will generally ensure compliance with the rules of work and the outturn of a reasonable task. I would allow all labourers to earn something in addition to the normal wage on the performance of an extra task.

A Sunday wage should be given if workers are not permitted to work on that day or are not allowed to earn something in addition to their normal wage by extra work during the six days of the week. If a Sunday wage be given, it should be on the condition of attendance at the work for the three days previous.

A standard task for carriers might, with advantage, be introduced, and for this purpose I would accept the formula and duty proposed by Mr. Higham. There should not be any great difficulty in instructing the works establishment how to arrange for a suitable disposition of labour on the works to ensure the best outturn from all.

With the conditions present on works in the Fatehpur Branch I consider that the modified intermediate system is certainly preferable to the task work system, and that it could, with advantage, have been introduced from the commencement on all relief works that I saw in the Fatehpur and the neighbouring portion of the Cawnpore district. I think that with modifications it could be made applicable to tracts where distress is acute. In the initial and final stages of relief works I would prefer a piece-work system. The proportion of adult male workers to the women and children stood at 26 to 59 under the task work and as 14 to 23 under the intermediate system.

For any task-work system I prefer the daily payments with a pice unit, payments being made through the gang muharrirs to the mates of gangs.

I am in favour of kitchens in all cases in which relief is given to non-working children.

The ratio of the payments made to the value of the work done came to—

(i) for payments made to labourers only on both relief works together . .	1·93 : 1
(ii) for total cost of works . . .	2·89 : 1

Under the respective systems in operation the ratio for (i) came to—

(*a*) under task work system . .	2·53 : 1
(*b*) „ intermediate „ . .	1·44 : 1

6. *Interference with the supply of labour to employers.*—No such complaints were made to me personally by any large employer, but from seeing the effects of the opening of relief works on the supply of labour on ordinary works on the Fatehpur Branch, I can quite appreciate and sympathise with the difficulties met with by every employer of labour in any district where relief works were started. Prior to the opening of relief works the numbers on ordinary canal works in the Fatehpur district were 15,000. By the second week in March after relief works had been generally opened, there were only 8,500 on ordinary works. The decrease subsequent to that date I attribute to harvest operations.

In the first instance numbers were, no doubt, attracted to relief works by the idea that it would mean for them a charitable dole for a small amount of work, and this idea was probably encouraged by the leniency with which short tasks were treated. In the second place, many obtained work at points nearer to their homes. Thirdly, the institution of the task work system, with a minimum wage which every one could get as a daily wage, was adverse to the interest of the ordinary employer. With employment on a task work system, with a minimum wage guaranteed and a wage for all who came, a family could obtain more with less labour than on a contract system.

On the introduction of the intermediate system the ordinary works were able to compete with relief works.

In the month of December 1896 canal rates generally were raised to meet the high prices prevalent, and again in February a further rise was made to try and enable contractors to compete with the relief works. In both cases the rise of rate offered was conditional on the employment of a fixed number of labourers in order to ensure the extra rate going to the workers. While relief works under the

* The numbers refer to the questions drawn up by the Commission.

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task work system were in operation, but few contractors were able to keep up their gangs.

I am of opinion that when there are works in the district sufficiently large to employ the necessary labour, no outside relief works should be started within 20 miles at least distance, and when such are found necessary they should, in the first instance, be on a piece-work system.

7. The gross cost of famine relief works on the Fatehpur Branch amounted to ₹30,114. The number of persons relieved amounted to 341,031, the cost per unit being 1 anna 5 pies.

Workers employed (one day units)—

Men	109,354
Women	112,639
Children	41,095
	263,098
Dependants	77,933
	341,031

	₹
Amount paid in wages	19,155
Gratuitous	2,380
Miscellaneous	8,579
Total	30,114

	a.	*p.*
Average wage per worker	1	1·9
„ „ „ dependant	0	5·7
„ „ „ unit workers and dependants	1	0·4

(*President.*)—You are Executive Engineer of Irrigation Works in Cawnpore?—Yes, the Fatehpur Canal.

When did you take up the duties?—In May 1896.

(*Mr. Higham.*)—You were not engaged on any relief works?—Yes, on two charges on the canal which were worked as relief works.

Your services were in the Irrigation Branch?—Yes.

You were not in the Buildings and Roads Circle?—No.

Mr. Palmer was Superintending Engineer of relief works. You were not under Mr. Palmer?—No. I merely sent him the weekly report.

Practically you had nothing to do with relief works except the two small works you opened?—Yes. There were only five relief works in the Fatehpur District.

When was the Fatehpur Branch started?—In 1895.

From April to October were you in full work?—Yes.

What length of canal?—We had 53 miles in hand in the Fatehpur District before distress appeared.

When did you open relief works?—In February 1897. We had reserved a section for relief.

Were any other relief works open?—No, mine were the first opened in the district.

When canal works were in progress before relief works, did they draw many people from villages?—15,000, and we could have taken up to 25,000.

Did that include a proportion of professional labourers?—Very few.

To that extent did you assist the people?—Yes.

How did you come to open two relief works in February?—I think the death-rate had been increasing and troubling the authorities, and test-works were opened, but they didn't draw.

Where were the test-works?—Outside my canal area.

What works were they?—Roads.

Then you were asked to reserve these sections of the main canal for works under famine relief systems?—Yes.

When you opened relief works what system did you work upon?—The Code system.

What was the effect on your ordinary works?—7,000 left.

Did they go to relief works?—There were besides my relief works two other district relief works not far off.

What were they able to earn on your ordinary works?—A man could earn 2½ annas, but his family would not get much.

Did you continue the task-work system?—Up to the 1st of April and then we changed to the modified intermediate system. My numbers went up at once as soon as we opened on the intermediate system.

What were the numbers?—After the harvest 8,500 up to the rains.

When you worked on the intermediate system I suppose your rates worked out in the same way as they worked out elsewhere?—Yes.

Did you find more carriers come to the works?—On one they did, not the other.

What did you do with the surplus?—I put them on to dressing.

Why didn't you pay on the piece-work system?—It was against the system.

Do you consider that when working on the modified intermediate system you were not interfering with labour?—Yes.

When working on the task-work system you were drawing all the labour away?—Yes.

You had no relief works except these charges?—No.

(*Mr. Holderness.*)—On piece-work proper had you large contracts?—In some cases, in others petty contract.

Did the contractors get the ordinary rates?—I raised the rates in November and again in February; the whole thing was contingent on their employing a certain amount of labour. It was meant that so much should go to workers.

You didn't interfere with the actual amount of the wage he paid?—No.

The wage they got was on the basis of results?—Yes.

Was the addition you made considerable?—It amounted in the worst case to 8 annas; we went up as far as R3.

Was that a sufficient addition to the wage taking into account the price of food?—I think so.

Were the children badly off?—They were in a much worse condition than anybody else.

Had you kitchens?—Yes.

On piece-work down to what age did children do work?—Seven.

(*President.*)—Was there any difficulty about the supplies of food on works?—No, I arranged the matter with the Collector.

(*Mr. Holderness.*)—Does pure piece-work provide for the infirm?—There comes a stage when people cannot get the full amount out of piece-work.

Does that stage not arrive when prices are very high?—I suppose it would; those who could not do the ordinary task were put on a special task.

In pure contract they would have no place?—No.

(*President.*)—Did you observe any difference in the proportion of men to women and children on Code works as compared with the intermediate system?—On Code works they were 3 to 1, and on the intermediate system 2 to 1.

(*Dr. Richardson.*)—Did you notice if the people had run down much during the first three months of the year?—No, but my work had been in progress six months before.

Was the mortality high from January to March 1897?—No.

REVD. MR. J. E. SCOTT, PH.D., Superintendent of the American Methodist Episcopal Mission, Muttra, called in and examined.

Revd. Mr. J. E. Scott.

1st April 1898.

I beg to say that there are but few points indicated in the papers upon which I feel competent to give original and helpful information. My practical knowledge of the famine of 1896-97 is confined largely to the Agra Division, and especially to the Muttra civil district, in which latter locality, owing to prompt measures, available resources, and good management, the famine was not severe. It was not, I believe, found necessary to depart materially from the Code, which, in my opinion, was quite sufficient to cope with the distress. There was no rain in 1896, after July, avail-

able for crops; consequently they failed; there was general poverty; prices were high; there was little for farmers to do; in some instances the poor people left their homes, but there were but few cases of actual starvation. The crops for the present year promise to be good, and the people will gradually recover their normal condition. As a member of the local committee, and as one to whom American grain was consigned, I have had something to do with relieving the distress of the time, and, as far as I have observed, the help that was given, either by the Government or otherwise, was gratefully received by the poor people. Now that the famine is practically over, it is wise to make the experience gained available for the future. My own humble experience in two famines, those of 1876-77 and 1896-97, leads me to believe that there are always a large number of persons who through pride, prejudice, superstition, or fear prefer starving at home rather than go on relief works or visit the poor-house and ask for relief. Common report has it that there is always more or less peculation and dishonesty at such times when money or food is left in the hands of native subordinates for distribution. Grain merchants also, it is generally believed, get grain at the expense of the hungry people about them and profit by the necessities of the starving. The experience of the past convinces me that there is really but little need that children should starve to death, for if the parents will give them up, there are always benevolent persons or societies which are willing to care for them. The society with which I am connected is now caring for more than two thousand famine waifs, and is quite willing to take as many more if a small sum is allowed for their support. It seems to me that the most economical measure available for relieving distress and saving life is the system of relief works used in the famine just passed through. This should be unreservedly thrown open to all needy classes without distinction, with the absolute guarantee that every pice allowed shall each day go directly into the hand of the workman, by means of which he shall be able to buy a morsel of food for himself and family, or those dependent upon him if any. The poor-house should be open especially to those who are not able to earn their living, such as to the infirm, aged, small children, etc. Reliable officers should also find out cases in the homes of the poor, and all should be led to feel that a maternal Government has not forgotten her distressed subjects in the time of their greatest need. If, as during the present century, a famine is to recur every twenty years, the intervening years might be made preparatory and in a measure preventative. The canal system might be extended so as to decrease the possible famine area, and railways could transport from the fruitful parts to the stricken places food for the people free to be sold at a lower price than that charged by the merchants. The years of plenty, too, as in Egypt in olden times, might in some way be made to store up grain, etc., for the years of famine, and the people could be taught to be more frugal and provident.

In conclusion, I cannot speak too highly of the unselfish and self-sacrificing efforts of the officers who have had charge of the various measures employed by the Government in these districts for the relief of the great distress and poverty which during the past two years have been their lot. It is no easy task to care for the millions of this empire at any time, and the burden becomes unusually severe when to the ordinary heavy duties are added the cares and perplexities of an awful and prolonged famine.

(*President.*)—I think you are head of the American Methodist Episcopal Mission at Muttra?—Yes.

Have you been long in Muttra?—Yes, 10 years.

You had some experience of the 1876-77 famine?—Yes, I was then at Sitapur in Oudh and had some experience.

You mention in your evidence that the society which you are connected with has now the care of more than 2,000 waifs. I suppose these are orphans?—Yes, mostly orphans, but not entirely: many were deserted by their parents; many from Government poor-houses were made over to us.

Are these children scattered about in various centres?—Yes, especially in these provinces.

They have come from a great number of districts?—Yes, especially from territory south of Allahabad.

Did many people turn up wishing to reclaim these children?—Very few.

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Was there much difficulty in keeping them in good health?—Yes. There was a good deal of mortality among the children.

That has been the experience everywhere?—Yes. They came with their digestive organs ruined. They appeared to be well and suddenly died.

In what form did death come? How does the doctor classify it?—They were simply unable to digest any kind of food: there were some cases of cholera: there were also cases of extreme weakness.

In those cases in which you say they looked well and suddenly died it would be intestinal disorder?—Sometimes there was diarrhœa, there was weakness of the system, the whole system seemed unable to assimilate food.

I suppose you have seen very little yourself of the working of relief works?—Not very much. I have frequently visited relief works, but had no connection with them.

How did you dispose of the American grain consigned to you?—We gave it in the villages to those most in need of it.

Had Government organized a system of doles to destitute people in villages?—Yes, in some places it was done.

Did your distribution overlap the Government operations?—No, I think not. Those to whom we gave grain were usually cases that I would find out myself. As a rule it did not overlap. Where Government supplied relief of course there was no need for me to go.

(*Mr. Holderness.*)—You didn't get this grain till rather late?—No.

Before its arrival had you any gratuitous relief on behalf of the Mission?—Yes.

In what way did you select the recipients of village relief?—Agents travelled about and selected the aged, children, and cripples.

Were there many people of that description on your books?—Yes, in Muttra.

Were these people invariably people who could not work for themselves?—Yes, as a rule we confined our aid to that class, especially because there were relief works and Government poor-houses for others. There was a margin of people who would not go there.

Besides this there was Government gratuitous relief, didn't that catch all the poor and incapable people?—Not all.

Did you help a better class than Government did?—No. In some cases a more intimate acquaintance with the villagers led us to families where we found needy cases.

Did you take care to inform yourself as to whether Government assisted the people or not?—Not always, but the agents travelled about and saw the cases.

In that case people might have been trying to get assistance from both sources?—Possibly.

Did you check these cases yourself?—Yes, personally.

Did you ever bring to the notice of the Collector any cases of distress that you think should have been relieved by Government?—Yes, several times.

What action was taken?—An investigation was made at once.

Although there may have been omissions, you don't think there was unnecessary stinting?—No, unless it might be in putting the wages on relief works too low; that is my own personal feeling. I would always give 2 annas or 2½ per day for an individual.

How do you propose to bring these 2,000 orphans up?—At present they are being supported by gratuitous contributions, mostly from America, and we hope to continue this work. Nothing has yet been received from Government.

How do you propose to educate them?—In the first place we have industrial schools. At Aligarh there are a number of boys on the dairy farm, the girls are put to spinning and weaving, and some of the bright ones are put into school.

Do you think you will get them placed in the world?—If we pay special attention to the industrial department I think there will be no difficulty.

REVD. MR. ROCKWELL CLANCY, Methodist Episcopal Mission, Allahabad, called in and examined.

Revd. Mr. R. Clancy.

1st April 1898.

I put in written answers to the Commission's questions.

* 1. My observations of the famine were principally confined to parts of the Allahabad, Banda, and Fatehpur districts.

2. Distress was due to both causes.

3. (*b*) From 75 per cent. to 100 per cent. higher than in ordinary years.

4. In parts of these districts there was great scarcity in 1896.

5. Though the people, as a whole, are poor, yet under normal circumstances they have sufficient for their necessities.

6. The agriculture of the affected area is entirely dependent on timely and sufficient rain, as there are no canals, and in many places wells are few in number.

7. The majority of the people seem to have almost nothing to fall back upon in the event of failure of even one harvest; nearly all are in debt. The failure of one harvest means distress to the labouring classes.

9. I believe it was under-estimated at the close of 1896 and the beginning of 1897.

12. I do not think that unnecessary relief was given.

13. In many cases the people refused to go on the relief works at first through fear, and many remained in their villages till they were too weak to go to distant relief works, or to work at all.

15. The relief given saved the lives of thousands, yet the mortality was great. I believe many more lives might have been saved by more timely relief.

18. I believe that in most cases, the tests failed to indicate the distress of the people, because at first they refused to leave their villages, until forced by suffering to do so.

19. I believe that comparatively few persons received relief without being required to work, if able to do so.

While the wage given to an able-bodied man was sufficient, that given to a weak man was not sufficient.

20. Yes.

22. Where a man, his wife and several children received wages, the combined wages were sufficient, provided the man and wife were able-bodied.

But in the case of the weak I do not consider the wage sufficient.

23. The relief works have not been too numerous. I believe more and smaller works would have been more effective. The people did not like to reside away from their villages.

I do not believe that the relief works were a fair test of necessity at the beginning of the famine, as many refused to go on the works until all their resources were exhausted.

27. Mainly through poor-houses.

28. I did not find village relief was being given to people who were not needy. A good many complained that they did not get the full amount granted by Government.

39. Relief works, poor-houses, kitchens and village relief. The missionaries of various societies distributed large amounts of money from door to door in the villages, provided food for destitute children through their native preachers in the villages, and also distributed large quantities of grain and clothing sent from America and England.

40. Personal acquaintance with the people and frequent visits to relief works.

73. I believe that plan of relief is best which does not take the people far from their homes.

77. Residence on the works is very distasteful to the better classes of natives. The women of these people would rather suffer extreme privation than reside on relief works.

155. This practice would entail much needless suffering.

156 Yes. Sufficient to support the incapable.

160. I think not.

162. Yes.

163. Yes, and such works would have greatly benefited the villages.

164. I believe that especially for weak men and women and also for children, cooked food is preferable to gratuitous relief in money.

165. For the higher castes gratuitous relief; for the lower castes, cooked food should be given.

169. In several villages where I distributed money, complaints were afterwards made by the villagers that they had been forced to give a part of the money to the zemindar and patwari.

171. Zenana mission ladies in some places distributed gratuitous relief among the poor women in zenanas. These ladies would gladly have done more of this work.

173. From the lower classes.

174. They in most cases refused to go.

176. During the first half of 1897 the mortality was high. Many were not admitted till they had become weak.

192. Missionaries were used to some extent, but might have been used much more largely. In my knowledge, a large number of missionaries offered their services, but in comparatively few cases were the offers of service accepted.

194. Kitchens are required on relief works as many persons on the works are too weak to cook their food; also for children. There should also be kitchens in the larger villages and towns.

198. The children should get cooked food, as the parents in distress cannot be trusted to expend money for their children.

201. Without such aid the present excellent harvest would have been impossible.

204. Such aid enabled the landowners to employ labourers in sowing their fields.

205. I believe so.

208. Many tenants complained to me that their rents were exacted.

220. The various missions would gladly have taken charge of all orphans.

221. I believe Government should grant a monthly allowance.

227. I believe that much distress could have been relieved by this means.

228. I think not, as there would be no competition.

230. The value of the aid given depends largely upon its being timely.

286. I heard many complaints that grain could not be obtained at rates supposed to be current.

297. To lack of private means and employment.

It was difficult for the people to get employment of any kind.

302. In the villages, the poorer classes disposed of all they had before leaving their villages.

305. The shipload of American grain sent out for free distribution was greatly appreciated. Grain could be easily shipped from the Pacific coast of Canada and United States thus avoiding Canal charges.

I believe it would be well for Government to open grain shops at convenient centres, not to take the trade from grain merchants, but so as to regulate the price. In this way the grain merchants would be forced to sell at reasonable rates.

(*President.*)—You belong to the Methodist Episcopal Mission of Allahabad?—Yes.

Then your experience is all over the Allahabad District?—Parts of Allahabad, Banda, and the Fatehpur Districts.

When did you first think that anything in the nature of a famine would occur?—Early in 1896, because in parts of those districts the crops were practically a failure.

Some relief operations were begun in Banda?—Yes.

Were they begun in Allahabad?—I think not.

In Fatehpur?—I think not.

Do you think they should have been begun in all three districts?—I think if light village works had been begun in 1896 great distress and loss of life would have been averted.

You say village works. Why village works rather than big works?—Because my observation was that the people would not go to big works. Test-works did not draw, people were afraid to go, and had an objection to leaving their homes; as a matter of fact they did not leave their villages till forced to do so by necessity.

* The numbers refer to the questions drawn up by the Commission.

At the time of beginning work what impression did you form as to their necessity?—Large test works were begun, but as people did not come to them, the impression was that distress was not as acute as it really was, so that famine had made some head-way before people began really to be relieved.

Did you see anything of village relief?—Yes.

What do you think of it. Do you think it was carried out to a sufficient extent?—No.

Do you mean that sufficient numbers were not brought on?—I don't think that the village works were systematically carried out.

Did you see anything of village gratuitous relief?—I don't think it was commensurate with the need. I think that the amount given was too small. I have reason to know that people did not get the relief intended to be given them by Government.

How was it diverted?—I have only the statements of the people on that point; if for instance a man had to get R1-8 he would only get R1 or R1-4.

Who was the officer in charge?—I don't know.

Did you relieve village distress in any particular villages or wherever you went?—We did it systematically.

Had you any circle officers?—I had native agents in different centres, and I visited the villages in which they worked and distributed relief from door to door.

You distributed it yourself?—Yes.

How often were you able to visit the villages?—I only did it when I heard that there was extreme distress.

Did you give a week's supply?—No, I only gave R1 per head. I did not undertake to do the work of Government.

Had you any means of ascertaining whether these same people were getting a dole from Government?—I got a list of the people helped from the zamindar.

Was there any difference in the condition of the people on your list, and those on the Government list?—No, I think a certain number of people were selected and put on the list, while many others who were needy were not given relief.

Do you think the omission was due to having too many people on the list?—No. I do not think that all who really needed help were on the lists.

Not to the selection of people of higher caste?—No.

Had you any way of forming an opinion on the sufficiency of the wages that people earned on relief works?—Yes, I visited relief works frequently and my impression was that while the wage was quite sufficient for able-bodied people, it was not sufficient for the weak.

How did you form that idea?—From observation and conversation with the people themselves, and from information obtained from the native agents. For instance an able-bodied digger got seven pice, and an able-bodied coolie six pice, while a weak man got only five pice. He could not live on five pice and the weaker he got the worse off he was.

What did they really eat?—The coarse grain that is usually to be had in the villages. Of course prices were very high, and the quality of the thing supplied by the bania was not always good; people said dirt was mixed with the atta.

Did you come across many cases of people apparently dying of starvation, or dead?—Yes, I came across a large number.

Where?—Principally in the Banda District about Manikpur, Majgaon, Dhabora, Sharagpore bordering on Rewa, Karwi, Mahoba, Banda. The death-rate was very much larger, I have reason to know, than was reported.

Did you see these people on the roads?—Yes, and in villages. For instance I went to a village near a large relief work and found a number of old and sickly people in it; their condition was very bad.

Were these old people dependants of people on works or people who stayed there?—I think they were residents of the villages. All the able-bodied went to work. My experience was that at the time of famine, if a man got enough for himself he ate it all without reference to father, mother, or children. All others had to shift for themselves; that accounts for the number of children in bad condition; the mortality amongst children was terrible.

As a general rule you would not say that even the poorest parents in India starve their children?—No, not in ordinary circumstances, but in famine time they would. There was a case where a mother turned her children out and said "you must find food where you can."

Had the mother any food herself?—No, only what she could get from the jungle. She was a *Kol*. I picked up about 700 children in that way.

At the end were they mostly reclaimed?—No, we have kept registers of each case, and any children applied for by the parents would be returned.

Do you think the parents are mostly dead?—I suppose so.

In those places where you saw many cases of people dying or dead from starvation, were the bodies lying about on the roads?—The bodies had been picked up and thrown into a nullah.

(*Mr. Holderness.*)—Who threw them?—Usually Domes. The death-rate in these villages was certainly very great.

Are you referring to the Allahabad District?—Principally to the part of Banda, bordering on Rewa, Karwi, Majgaon, and Sharagpore; from Naini to Sutna you had a line of awful distress; it was very bad in Mahoba.

Do you think more should have been done when relief operations were in full swing?—I think the higher officials did everything in their power; I know the Collectors worked night and day, but the difficulty was usually that the native subordinates were not reliable, and had not a particle of pity for the people.

When you say that gratuitous relief was insufficient, do you say that also of Banda where 40 per cent. were relieved gratuitously?—My experience of Banda did not extend much above Karwi; below Karwi and from Bargarh to Majgaon the distress was intense.

As regards the distribution of American corn, was it liked?—It was greatly appreciated by the people; we distributed about 1,500 maunds in 20 centres. We sent our native agents to villages and they gave tickets to the people to whom the grain was distributed; it was immensely liked by the people; they could either parch or grind it.

(*Mr. Bose.*)—What corn was this?—It was American corn; it was sent through the Central Provinces and North-Western Provinces. I got four car-loads; I believe that cheap grain could be got from the United States and Canada; the rates would not be high, because there would be no canal dues as it could be sent *vid* San Francisco and Vancouver. We found that the banias did all they could to discourage the people from accepting the grain that we were distributing; they gave out that it was poisoned, and at first some of the people reluctantly took the grain. I believe if Government had laid in large stores of grain, and simply fixed a rate, at which the banias could sell with profit, the banias would not have been able to run up their prices as they did.

(*President.*)—One witness said that the moment news that the Indian Government was going to buy grain, on account of the famine, reached America, prices went up immediately, so that the margin of profit to a great extent disappeared?—I believe that had Government appealed for grain they could have got thousands of tons as donations from America, Government simply paying the transit dues. Indian corn was selling at 10 cents. a bushel in America.

(*Mr. Holderness.*)—There is no objection on the part of the Indian people to take American maize, is there?—No, I have had many applications from cultivators for it. I could have distributed 50 where I distributed four car-loads of grain.

As regards orphans, how do you propose to bring them up?—There is a difficulty because Government is not helping us.

What scheme of education have you?—Every child has a chance of learning to read; some will be trained as Mission teachers, others will be taught trades, others trained as skilled workmen, weavers, and farmers.

Have you any scheme for an agricultural settlement?—We have taken up some land, and, so far as possible, will keep the children in the villages as cultivators.

Have you succeeded in any industries?—At Shahjahanpur we have shoe-making and dairy-farming which are self-supporting.

With the permission of the President the witness made the following statement:—

Now that the famine is over, I have a remark to make with regard to supervision which might be of help in the future; there is a large missionary force in India, and when the famine began many missionaries volunteered their

Revd. Mr. R. Clancy.

1st April 1898.

assistance without any charge to Government, but in very few cases was the offer accepted. I don't know why; and when the offer was not accepted we began a system of private relief. I think missionaries have been of great service to Government in this famine.

(*President.*)—In Allahabad was any one on the Committee?—The Bishop of Lucknow was on the Committee, but he was never called so far as I know.

What particular kind of work would missionaries have taken up?—For instance, at Cawnpore Mr. Westcott went to a large relief camp, and pitched his tent there throughout the hot season; his presence was a splendid check on the native subordinates, so that in that relief camp there was very little peculation.

The organization, putting aside Public Works officials consisted of civil officers, Naib-Tahsildars, etc. These officers were in charge of circles, then you had Sub-Divisional Officers. I am not quite sure that I see where the missionaries come in?—I think missionaries could have supervised village relief works, which might have supplemented the large relief works, and also supervised gratuitous relief in the villages; in fact missionaries would have done for Government what they did privately in the villages.

(*Mr. Holderness.*)—Would they have been prepared to accept the Government view as to the limits where relief should be drawn?—Missionaries would always receive large amounts for free distribution, and they could have distributed gratuitous relief and supplemented it from private famine funds. There is another thing. Our native agents are in very close touch with the people, as the higher officials cannot be; we are in and out among the people and know their condition.

(*Dr. Richardson.*)—You seem to place implicit reliance on your native assistants?—They are all thoroughly tried men and have worked their way up to confidence.

It looks to an outsider as a weak point in your system?—Yes, perhaps it would.

(*President.*)—You say your men are more in contact with the people than our officers; do you mean more in contact with the lower classes?—We are in touch with all classes.

(*Mr. Holderness.*)—What do you think the feeling of the people would have been if Government had associated itself so distinctly with missionaries?—If we tried to Christianise them through the famine, of course there would be trouble, but I think the people trust us.

As it is, the Government dole is thought to be a bribe to take men away; would they not harbour some suspicion?—I think the people trust the missionary.

You don't think there would be any prejudice?—No. Agitation might be raised by sedition-mongers, but the common people trust us.

(*President.*)—You did not hear of Missionaries being used anywhere except in putting certain ones on the Committee?—That's all, except in some cases zenana ladies did distribute relief to zenana people.

Written statements of evidence and written answers to the Commission's questions sent in by witnesses selected to give evidence before the Commission in the N.-W. P. and Oudh but not orally examined.

Written statement of evidence by MISS MARSTON, *Zenana Mission, Lucknow, dated 3rd March 1898.*

Miss Marston.

The only point on which I feel qualified to give evidence as to measures taken during the late famine, is that of gratuitous relief given to purdah-nashin women, that being the only one of which I have had any personal experience. At the very commencement of the famine in October 1896, I was asked to take part in this distribution and continued to do so until November 1897.

This work was not so much a matter of saving lives as of relieving distress which would have been intense had no help been given.

In Lucknow there are numerous respectable Mahomedan families, of which one member, perhaps, receives a small pension; on the strength of this, none of the other male members think it necessary to seek employment, but if the income must be supplemented, it is done so by the women who spend much of their time on native embroideries, for which they are miserably paid.

During the famine all demand for such work ceased, and therefore at the time when their expenses necessarily increased, the income diminished; the distress was caused quite as much by want of work, as by high prices.

The giving of gratuitous relief to respectable people is no easy matter; for, on the one hand, some of those who really need it are ashamed to say so, while on the other, those who are quite able to do without it, think it a good opportunity for getting all they can.

Still, notwithstanding all difficulties, the plan adopted worked on the whole very well, and I think the real value of the help afforded is proved by the fact that those who suffered and were relieved have so quickly regained their former condition now that the pressure is over.

As far as it was possible to ascertain the true facts of the cases brought to my notice, and my daily contact and close relationship with the people rendered this *comparatively* easy, I gave only to purdah-nashin women, and those who had no male relative to support them. I gave no adult more than R2 or less than Re. 1 and to children R1 or 8 annas according to their size. The help was most gratefully received and appreciated, and I have no reason to think that it has had any demoralizing effect.

In regard to future famines, in my opinion it would be a great advantage if some system of relief work of a higher grade could be arranged for, by which employment could be given to respectable educated men, who will, with some degree of reason, rather starve than do ordinary coolie work. Also, if any means could be devised by which able-bodied capable women could *earn* the help they receive, it would be far easier for those who wish to relieve them and better for the women themselves. There will always be a certain number of incapable ones who must receive gratuitous relief.

There is no doubt that the distribution of gratuitous relief, when entrusted to natives, gives great scope for unjust dealings, both to givers and receivers. I was however agreeably surprised at the small number of abuses of this kind which came to *my* notice during the famine.

In ordinary cases I do not consider that any social stigma rests on those who receive such help.

Written statement of evidence by LALA MADHO RAM, *Rai Bahadur, Banker, of Cawnpore, dated the 3rd March 1898*

Rai Bahadur Lala Madho Ram.

I beg to put down herein my written notes of evidence required by the Famine Commission, relating to the following points as mentioned in the letter, No. 66, dated Calcutta, the 17th January 1898, from the Secretary to the Indian Famine Commission :—

(*a*) Departures from prescriptions of the North-Western Provinces and Oudh Famine Code which have occurred in the Province during the recent famine.

NOTE.—I do not remember any departures from any of the said prescriptions.

(*b*) The degree of success which has attended the measures adopted, considered primarily with regard to the relief of distress and the saving of human life, and secondarily, with regard to economy.

NOTE.—As far as I could understand, I must say that the highest degree of success has attended the measures adopted by Government with regard to the relief of distresss and the saving of human life, and regarding economy.

(*c*) Advice as to the measures and methods of working which seem likely to prove most effective in future in these two respects.

NOTE.—In my opinion it would be much better in all respects to adopt similar measures and methods of working as were adopted in connection with the recent famine.

(*d*) Other recommendations or opinions thought likely to be useful in future famines.

NOTE.—I regret I am unable at present to make any recommendations or to pass any opinion on the above point.

Written statement of evidence by the REVD. MR. T. S. WYNKOOP, *Secretary, North India Bible Society, Allahabad, dated the 4th March 1898.*

Revd. Mr. T. S. Wynkoop.

I can only say that, while perhaps R20,000 passed through my hands last year for famine relief, contributed by Christians in England and America, I have not had sufficient experience of famine relief myself to answer your questions in a way to be of real value.

I do not believe the famine operations of last year could have been managed with greater efficiency under the existing conditions. The weak point was the misappropriation of funds and the robbing of the poor by unworthy agents of the Government; but I do not see how that could have been avoided, or how it can be wholly avoided in future.

The Government must work with such materials as it has.

Written statement of evidence by the REVD. MR. S. NIHAL SINGH, C.M.S., *Indian Missionary, St. Paul's Divinity College, Allahabad, dated the 4th March 1898.*

Revd. Mr. S. Nihal Singh.

As regards (*a*), I am sorry I cannot say anything as I have not seen the Code.

As regards (*b*), I can safely say that the measures adopted to save human life and the relief of distress have been attended with success in the parts of the country that I have been itinerating, *viz.*, tahsils Soraon, Phulpur, Munshiganj, Badshahpur, and a part of district Partabgarh round about *Bishwanathganj* and Dehlupur. I went about from village to village, preaching the word of God and relieving the poor famine-stricken people, who would object going to the poor-houses on the ground of losing their caste. All sorts of rumours were afloat. Some said that the Government by means of poor-houses is going to take away their caste, and that the object is to make them all Christians. I had sometimes to spend hours to explain to a large crowd of people that Government does not in the least wish to tamper with the religious feelings of the subjects, for religion has nothing to do with eating and drinking. The meat is for the belly, and the belly for the meat, and both are doomed to destruction, but truth abides for ever. Unless a person's heart is touched and converted,

Revd. Mr. S. Nihal Singh.

he cannot be a Christian. "Hear, my dear countrymen, the object of Government is to relieve her distressed subjects from their present distress and to save human lives. Those that are helpless among you should go to the poor-houses, where food would be supplied at the cost of Government, and that this food is cooked by Brahmans for the Hindus and by Muhammadans for the Muhammadans." But in spite of this I found some of them so obstinate and superstitious that they would not go to the poor-houses, but expressed in feeble tones that they would rather die of hunger at their door-posts than go there. The lowest classes of people I found in the poor-houses, with one or two Brahmans, mere skeletons, who had lost their caste first. But the high class of people and the respectable were not seen at the poor-houses, for I visited the poor-houses at Soraon and Phulpur and made enquiries from the inmates as to their caste, and found that a large number of them were from the low class of people. To people who would not go for relief I gave them from the money I had at my disposal, given me from time to time by His Lordship the Bishop of Lucknow. Then the monthly stipend of Government given to the distressed and famished in villages and cities saved many human lives which would otherwise have been lost, for the respectable people would rather have preferred death to asking alms openly and thus would have lost their lives. But it is deeply to be regretted that the stipend has not been given in most cases for whom it was intended, and a portion of it has been misappropriated, which would have been checked by a little more strict supervision on the part of the authorities. The addition of some European Missionary would have tended to a greater success in this respect.

(*c*) The distress was very acute in Soraon, Phulpur, and Munshiganj tahsils. The working class of people, the common day labourers, *viz.*, the Chamars, Kewats, and the Luniyas, suffered the most from want of clothes and food. I found some boys and girls lying helpless on roadsides, whom I sent to Allahabad to be taken care of by missionary ladies, and when they got strong in three or four months' time I sent them off to our orphanages. These were deserted by their parents. Some men and women I found lying on the roadside weak and famished from hunger and have given them something to eat. I took them to the nearest poor-house and left them there. In some cases I asked the police constable of the nearest police station to take them by a *dooli* to the poor-house.

(*d*) In future, if our country were visited by famine, the following measures, if adopted, would tend, in my humble opinion, to the saving of human life and the relief of distress on the one hand and economy on the other.

I beg to suggest—

(1) *canals* should be introduced into the country, where it is feasible, in order to facilitate the means of irrigation;

(2) *pakka* wells to be multiplied, for *kachcha* wells in most places sink down as the ground is sandy and loose;

(3) *corn supply* to the famished.

The wise management of Joseph in Pharaoh's famine in Egypt be adopted, and corn to be supplied at fixed rates by Government, for in such troublous and disastrous times the banias and the corn dealers have their own rates, and use all sorts of mean tricks to get themselves enriched. If Government were to keep a ready supply of all sorts of grain used by the people in such times of national distress, the people would get exactly what they pay for, and thus, in my opinion, they will not suffer so much.

Written statement of evidence by the Revd. Mr. J. P. Haythornthwaite, M.A., *Principal, St. John's College, dated Agra, the 5th March 1898.*

Revd. Mr. J. P. Haythornthwaite.

In reply to No. 280, dated 28th February 1898, I have the honour to reply that as I am about to leave for England on furlough, it is impossible for me to appear before the Famine Commission, or to reply to the questions which have been submitted to me. I have embodied certain criticisms upon the famine work of 1897 in a report* issued in January, and of which a copy was forwarded to the Famine Commission.

The Revd. J. G. Potter of the Baptist Mission, Agra, has I understand, been deputed to appear before the Commission. As he is fully aware of my opinions regarding the recent famine work, so far as it has come beneath my observation, will you kindly consider him my deputy?

I desire to make the following brief statements:—

1. That I consider, on the whole, that the saving of life, and relieving of distress, has been more conspicuously successful than in any previous famine.

2. That these measures might have been more successful had there been more *European* supervision, and that I would suggest that in future the Government should call for *European volunteers* from the Missionary-bodies, if unable to obtain an adequate supply elsewhere.

3. That the "mortality returns" ought to be much more carefully gathered during famine seasons, if reliable deductions as to the success of relief measures are to be drawn. I have reason to believe that there were considerable deaths in the Agra district from starvation, or the effects of starvation, of which Government had no means of becoming acquainted with, as all the usual records were rendered useless to a great extent through the system of emigration which early began in the worst districts.

4. That I consider that the Indian Charitable Relief Fund ought to have been disbursed by representative—and if possible *non-official*—Local and District Committees, in accordance with the public assurance given to the British public by Lord George Hamilton. For more on this point may I refer you to the Famine Report of St. John's College, Agra, to which I have alluded.

5. Lastly, as famine work is a *work of mercy and benevolence*, European Missionaries ought to be invited freely to join relief committees, and to help in every way possible; and not be banned as a body of men whose only object in undertaking relief work is to use the suffering of the people as a means of proselytism.

Written answers to the Commission's questions by Rai Sheo Narain Bahadur, *late Secretary, Agra Municipal Board, dated Agra, the 6th March 1898.*

Rai Sheo Narain Bahadur.

Gratuitous relief.

†148. The percentage of population to whom gratuitous relief was given in the affected area was 2·3 per cent. The calculation is based on the maximum number relieved in one month.

149. No. They did not belong to the agricultural classes, but belonged to the city population.

150. As far as I know, the persons so relieved were incapable of work on the relief works, and had no friends or relatives to support them.

151. In ordinary years such persons live on labour, and are supported by their friends.

152. Those who received gratuitous relief in their homes were chiefly women and children, and in a few cases very aged and infirm men also. They were of the *parda nashin* class as far as the women were concerned, with the exception of 10 per cent.

153. Yes, a reliable estimate can be formed for a city, and if carefuly prepared, it will not vary to any appreciable extent—with the severity of the famine.

154. It is not likely that gratuitous relief will be wanted in such cases.

155. I do not approve of the practice of able-bodied men taking their incapable relatives or friends to the relief works.

156. I would certainly help the incapable person. It is not his fault if his able-bodied friend will not go to work.

157. Gratuitous relief is very popular with the idle and low caste people, but is not much liked by the respectable

* Not printed.
† The numbers refer to the questions drawn up by the Commission.

Rai Shee Narain Bahadur.

poor. While giving relief to the *parda nashin* women, it was observed that some of them, who were actually poor and who needed help, refused to accept it, unless some work was given to them to do in return.

158. In my opinion the circles formed at Agra, and the officials entrusted with this work, were sufficiently strong for the purpose. The distributors were *raises* of the same locality, and while distributing money, they took the *muhalla panches* with them.

159. For the successful administration of this form of relief a larger staff of superior grade officers is required. On no account should it be entrusted to low grade officers.

160. There is no real social or caste stigma attaching to this relief, except that those receiving the relief are, to some extent, looked down upon by their caste fellows as receivers of *khariat* (charity).

161. The knowledge that relief was being given by Government did not dry up the sources of private charity, as far as the city of Agra is concerned. Private charity continued to flow as before.

162. No, this was not the case at Agra.

163. Offer was made by Government to provide funds to the landowners to undertake small works for their respective villages; but, as far as I know, this offer of Government was not liberally accepted.

164. In my opinion it is not advisable to supply cooked food on account of caste prejudices of the people. Very few persons of respectable social status will accept such relief. No doubt people of the lower classes, such as *Kolis* and *Chamars*, will gladly do so.

165. As I stated above in answer to paragraph 164, none of respectable social position will accept such relief. Low caste people will monopolize it. But if the relief be given in grain or cash, it will be accepted even by the respectable poor.

166. In my opinion such an arrangement will not be practicable. It will be difficult to manage and supervise.

167. In Agra the relief was given in money. I prefer this to the other form, which requires a large establishment to weigh the doles and give them.

168. In Agra the relief was given in their actual homes.

169. In Agra the money was distributed by the members of the Municipal Board, assisted by the respectable residents of the *muhallas*. I heard of no instance in which money was paid by a person to have his or her name registered for relief.

171. It was entirely given by persons who voluntarily accepted this task.

Poor-houses.

172. No, it was not fluctuating; on an average there were 400 inmates.

173. At the Agra poor-house no inmate was of the high class. They were all from the low classes, as *Kolis*, *Chamars*, etc.

174. Persons of better classes did object to go to the poor-house for relief at Agra. No pressure will induce them to go to the poor-house.

175. As far as Agra is concerned, they were reluctant to go to the poor-house. The only reason that I can attribute is, that the food given was not sufficient, and even that was given in two doles in a day.

176. The mortality was not high in any period, nor was there any sickness.

177. About one-fourth, or 25 per cent., of the inmates in the poor-house were from other districts, such as Gwalior and Dholpur.

178. As far as I think, the severity of this famine could not be noticed from the physical condition of the persons entering the poor-house.

179. Yes, measures were adopted to keep down the number of the poor at the poor-house by sending the inmates to work, and in some cases residents of Native States to their homes.

180. The ration prescribed by the Famine Code was not sufficient. To weak persons entering the poor-house low diet should be given, as was the case in 1878; but as they grow strong, full diet should be allowed to them.

181. I do not think there are any defects in the rules in the Famine Code. In my opinion, tobacco also should be given.

182. I do not think any legal powers are required to enable the authorities to send persons found begging and wandering without any means of support to the poor-house. This object was gained without the use of legal powers. Yes, compulsion was used.

183. Endeavours were made to get work out of the poor-house inmates in the shape of rope-making and spinning cotton, but without any success.

184. Yes, compulsion must be used to detain persons in the poor-house, and they should not be allowed to leave the poor-house as they choose. The escapes were not numerous.

Relief kitchens.

193. As far as I think, relief kitchens, that is, cooked food supplied to destitute persons, are not suited to this country, where there are so many caste prejudices, and if such a system is introduced, the relief will be confined to a circle of low caste people.

194. Relief kitchens may do well in connection with the relief works, for supplying food to non-working children and dependent adults, and if established elsewhere, it will afford only partial relief.

195. I will not note for the substitution of kitchens for gratuitous relief.

196. I did not hear of this system having been introduced in Agra.

197. I did not hear of this system having been introduced in Agra.

198. I think money should be paid instead of cooked food, and I do not think that the parents to whom the money is paid will not spend it on their children.

Orphans.

220. Orphans who have been maintained by the State during the famine should be sent to some recognised and respectable orphanage. Boys may be given to respectable private persons, but on no account should girls be so given.

221. I think it reasonable for Government to give support for the orphans sent to orphanages.

Written statement of evidence by the Revd. Mr. J. P. Ellwood, *Missionary, and Zamindar of Basharatpur for the Church Missionary Society, Gorakhpur, dated 9th March 1898.*

Revd. Mr. J. P. Ellwood.

With reference to the questions forwarded to me for the Famine Commission, I beg to state with reference to

Extent and severity of distress.

That the whole of the Gorakhpur district suffered from the famine, but in and immediately round it seemed to me most severe. Food-grains were double the regular price.

The famine spread suddenly in our midst, though the crops had partially failed for one or two seasons. This famine was more severe than the one in 1876.

As to the sufficiency and economy of the relief measures.

I consider that the Government arrangements were very good indeed, but there were complaints among the people that the underlings did not deal as fairly with them as Government intended.

It is marvellous how the higher officials were enabled to cope with the work, and it would need even a better Government than the Indian Government to arrange for the supervision of so many under-clerks, etc., by such a small number of higher officials.

The work exacted from the people was fair and not more than an able-bodied man could do. The weak ones, however, found it a task. None of my able-bodied men complained, only the weak ones.

About two-fifths of our village of Basharatpur was unsown for want of rain.

As to relief works.

For this district canals would prove a permanent blessing.

Revd. Mr. J. P. Ellwood.

Village tanks are good for providing work for centres. These tanks are a lasting benefit to any village, especially when the rains are slight.

Roads need improving in these parts, and there is a good deal of traffic on them.

As to gratuitous relief.

I consider that this form of relief might have been given more liberally, as many people were unable to work. But the difficulty seemed to be in the fact that only a certain percentage could be reached. In our Christian villages, after Government had given us as much as possible, there was a large number helped by me from the Bishop's Fund, and these were all non-Christians.

The *parda nashin* were well reached in some parts, but there were complaints in other parts that some under officers did not do their duty. This, however, is a matter of opinion only, as there are always persons to complain of the best arrangements. It was said that some received relief who were not greatly in need, but those sorely in need were overlooked somewhat. The average of the poor exceeded the supply at the command of Government.

The poor-houses were not sufficient. I think there should have been one in each thana, and if possible, they should never exceed 1,000 people. The children's kitchens were worked carefully in Gorakhpur.

Page 25.—A *taqavi* loan was taken in our Christian village and repaid a month ago. I did not encourage our people to take loans from Government, but gave loans from our loan fund to the amount of ₹1,000, and ₹350 of this has been repaid.

Page 26.—Many of the superior landlords paid their rents in full to Government, though none received his rent in full from the *asamis*. We paid in full for Basharatpur, but did not receive more than two-thirds of the rent. For Dharmpur and Sherupur one-fourth was remitted.

Page 36.—The people of these parts eat rice and only a little bread. Their food consists of a meal, in most cases twice a day, of rice, with *dal* and *tarkari*.

In conclusion, I consider Government made a great mistake in excluding Missionaries from the Famine Committees. This was evidently done as a matter of policy, but it is a policy which few natives can understand when men are dying of starvation, and especially when most of the money of the Mansion House Fund was given by Christian people.

In our Mission we started our own famine fund, and spent nearly ₹6,000 on the poor and orphans.

Written statement of evidence by the REVD. MR. E. W. PARKER, *Missionary, Shahjahanpur, dated Camp Jalalabad, the 10th March 1898.*

Revd. Mr. E. W. Parker.

During the famine no way seemed open to me to aid in any way in the work Government was doing to relieve the sufferers, and hence I do not consider myself well enough informed on the points to which the attention of the witnesses in the North-West Provinces is called, to give much useful evidence concerning them. I am quite unable to give any opinion concerning the efficiency of the measures adopted in comparison with other methods, as I have had no experience whatever connected with their practical working.

As, however, I moved about among the people, I was led by careful observation to the conclusion that the measures used were practically efficient in relieving the distress generally and in the saving of human life. I personally saw no cases of death by starvation, and heard of very few that seemed to me reliable.

The famine was not as severe in Rohilkhand as in many other parts, but in Shahjahanpur district, where I resided, there was much suffering, especially on the Oudh side. I consider that the efforts made in that district for relief were efficient. Complaints of course reached us of unfaithfulness of subordinates, but I have no evidence as to the extent of such unfaithfulness if it existed.

The aid which we gave from personal charity was for the aged, sickly, blind, widows, and children, and for men too reduced to go to the relief works. But we arranged work for all who were able to earn anything; at the last we also gave aid for seed grain, some of which was to be returned and some was not, according to the circumstances of the people.

There was great aversion among widows against going to relief works, and hence many of these were given work and saved from suffering by lady Missionaries.

I have been much among the people since the times have improved, and I do not find that the classes affected by the famine are very much injured permanently. They are rising up and going cheerfully to work again. The sickness that followed took away many weak ones, but this result always follows a famine I believe, and can hardly be prevented. Some are still wandering about seeking work, and some, who left their homes, have not yet returned.

In giving gratuitous relief, no doubt some persons are aided who should be cared for by their friends or caste people who usually care for them. I know of no way of preventing this.

Those who cannot earn anything are the first to suffer in all famines and the first to be cast out. Due care seems to have been exercised in this gratuitous distribution work also, though, personally, I believe that Missionaries could have given very useful aid in all this kind of work, and in directing concerning the care of the children in the poor-houses.

As to the disposal of orphans.

They should be sent where they will be best cared for and most efficiently trained for useful, loyal, intelligent subjects. Special care should be taken in providing homes for the girls.

If these waifs are made over to orphanages, the different well established institutions in the Provinces should each receive a portion, as this will secure on the average better care and training. The Government should continue to aid in the support of those who are in orphanages, and should annually, through some wise official, inspect these institutions, and the children as to their physical development, their training for future usefulness, and their general education.

For future famines I can suggest nothing for relief better than the method found most efficient in the past. If some really needed work, like building an important railway or digging a canal, could be undertaken, the great expense would repay the country in the good accomplished. This could only be accomplished by careful planning beforehand. Of this, Government officials know much more than I do.

Written statement of evidence by RAJA BALWANT SINGH, C.I.E., *of Awa, Etah, dated Awagarh, 13th March 1898.*

Raja Balwant Singh.

1. The distress was due to local failure of rains and of the harvest. High prices were due to the failure of the harvests.

2. Almost the whole of India suffered from want of rains and harvests dependent on them failed, except in the districts irrigated by canal (in the North-Western Provinces, the Meerut Division notably).

3. The prices of food grain were nearly double of other years. They were higher than those experienced in past famines. In 1877 wheat sold at the rate of 10 *sérs* per rupee, while during the last famine the rate was 8 *sérs* per rupee.

4. The state of the affected area was normal up to the time of the failure of the rains. The preceding seasons, on the whole, were not unfavourable.

5. Under normal circumstances the population of the affected area may be considered to enjoy a tolerably fair measure of material well-being; only the tenantry remain in an unsatisfactory and precarious condition. It is comparatively large.

6. Certainly agriculture of the affected area depends on timely and sufficient rains, owing to the absence of facilities for irrigation.

7. It is only the money-lending classes and traders who have reserves of money or food. Labourers and agriculturists have not such reserves, and their proportion, in my opinion, is at two-thirds of the whole population.

8. The late distress was very severe, but pecuniary aid from foreign countries afforded great relief.

9. The existing arrangements for ascertaining and reporting failure of rainfall and crops are sufficient.

10. If *patwaris* do not exist, intelligent village headmen may be required to give information about the condition of the crops, &c.

11. Crop returns regarding these three points may be tolerably correct, but not very accurate (question No. 36).

12. These returns cannot be considered as guides, as, owing to various causes, crops might fail totally or partially, such as hailstorm, high wind, *ratua*, *gidar*, and other kinds of insects.

13. Private relief consisted of alms, distribution of food to the poor, and in some places relief works were opened, such as construction of *kachcha* roads, bricklaying, &c.

14. I obtained some experience from the works in my own estate.

15. In years of famine both human beings and cattle suffer alike. In order to alleviate the distress of the latter, waste lands should be allowed to remain in each village, tanks and ponds should be excavated, canal water ought to be supplied free for the purpose of enabling the tenantry to grow grass on tracts of waste lands on which grass can be grown, leaves of trees bordering the Government roads and canal banks should be allowed to be used freely for the purpose of fodder. In order to improve the general status of the agricultural classes, agricultural banks may be established, so that cultivators may get loans on easy terms. Irrigation works may be extended. Government might advance money to the tenants for construction of wells, and the money thus advanced may be realized in ten or twelve years by instalments and interest at 6 per cent. per annum. Fruit-trees, such as mango, *jamun* and *mahua*, may be planted on the sides of public roads, railways, and canal banks, &c., with advantage. Encouragement should be given to private individuals to plant and maintain such trees on condition that, in years of famine, fruit, &c., of those trees may be used by the people in distress. In other years they will have the exclusive use of fruit and dry wood. A guaranteed famine fund may be created, and the money of the fund be invested in Government securities, so that interest might accumulate. A cess of four annas per cent. may be collected from the *zamindars* on the revenue paid to Government for this purpose, on condition that the Government should add an equal amount to this fund.

A contract may be made with railway and navigation companies to charge only half-fare on food-grain and fodder transmitted to affected districts or provinces.

As an encouragement seed-grain of fine qualities should be supplied to cultivators on easy terms by the Agricultural Department, in order to induce them to improve the produce of their land. Government storehouses of seed-grain ought to be opened in every district and tahsil, if possible.

No officer below the rank of a Deputy Collector should be entrusted with the supervision of relief works, or a committee consisting of respectable landholders and other gentlemen be appointed for such supervision.

16. Village tanks will be highly beneficial for villagers and cattle.

17. There is still ample scope for employment of people in excavating village tanks on the recurrence of famine within 20 years. *Raja Balwant Singh.*

18. Works of this kind are calculated to be generally beneficial, but they can hardly be regarded as a protection against famine.

19. Reservoirs could be advantageously constructed in these districts, and they might prove to be useful in years of famine.

20. The distressed inhabitants may return every night to their villages at a distance of three to four miles. When accommodation is provided, people from a distance of about 10 miles may take advantage of it.

21. Fairly able-bodied labourers will themselves be kept out of the reach of relief if they do not attend relief works.

22. Only a few can be conveyed to distant places by rail or steamer, but the great majority of the people, being encumbered with families, will not be able to go to places over 100 miles.

23. Residence should not be obligatory. High task and low rate of wages, if accepted, certainly show the people are in distress.

24. People would undergo extreme privation before they submit to have their residence on the works.

25. I do not know why there should be any difference in this respect. The same establishment might supervise the works and have control over the work as well as over the attendance of the people.

26. Some provision about blankets, &c., ought to be made in consequence of residence being enforced.

27. I should propose a task and wage for men and women differently.

28. Children between 12 and 15 years of age should be given an intermediate task, but those under 12 years of age should be given a light task, each getting one anna and nine pies, respectively.

29. Children above 15 years of age could be employed as workers.

30. The gratuitous relief at home is popular with the people only for *parda-nashin* women or old men destitute of any means for their livelihood. The best management to give them relief would be by cash payment through the voluntary unofficial respectable agencies.

31. Relief kitchens at which cooked food could be supplied should only be opened for the incapable poor who may be lame, maimed, or blind, and who cannot do any work.

32. In my experience, money advanced by the State to landowners and cultivators for land improvement, seed-grain, and cattle was not properly utilized by them for the purpose it was advanced.

33. The suspension and remission of revenue and rent by the State have been most advantageous to the land-owning and cultivating classes. If this measure had not been adopted by the Government, many of them would have been ruined, their property having gone to the banker.

34. In my experience, there has been little or no increase in the ratio of mortality, owing to the successful result with which the distress has been met by relief measures, which were at once, and with strict supervision at great personal inconvenience, adopted by our Local Government.

Written statement of evidence by the REVD. MR. H. FORMAN, *Missionary of the American Presbyterian Mission, Fatehpur, dated Fatehgarh, 14th March 1898.*

1. *The district.*—I was engaged from March to October 1897 in famine relief work in the Fatehpur district, using funds received from private subscriptions.

2. *Area affected by the famine.*—All parts of the district which I visited were seriously affected by the famine: but I found the greatest distress in the region contiguous to the Jumna river, running the whole length of the district from west to east.

3. *Elements of distress.*—It may be worth while to say that the variation in the price of wheat does not at all indicate the degree of suffering among the poor, though it may in fair measure the degree of discomfort caused to the fairly well-to-do. The suffering among the poor rested (1) on the greatly enhanced price of the coarse and normally cheap grains, and (2) on the fact that the labouring classes could get no work, and both they and the poorer landholders had no income. And hence utter destitution followed. *Revd. Mr. H. Forman.*

4. *The seasons immediately preceding the famine.*—There had been partial failure of rain in the Fatehpur district for two years preceding the famine. This had caused a good deal of suffering.

5. *Agriculture dependent on rain.*—The agriculture of the district is dependent chiefly, almost entirely, on rain.

6. *Classes especially affected.*—The classes especially affected by the famine were the Chamar and Pasi castes. But intense suffering and starvation were to be found among all castes, and among Muhammadans of course as well as Hindus.

Revd. Mr. H. Forman.

7. *Disposition to under-estimate the severity of the famine.*—There was beyond doubt a very general disposition among Government officers with whom I talked to under-estimate the severity of the famine, to deny the real and widespread suffering, and to charge that which did exist in large measure to the laziness of the people.

8. *Evidence of the reality of the famine.*—The condition of the people after the famine showed a marked change. Those whom I had before known as emaciated and starving put on flesh, and gaunt, starved men, women and children, who had been so common during the famine, were seldom to be seen.

9. *Illustration of the effort to convince Government of the under-estimates and wrong representations of the degree of suffering and distress.*—In one famine relief poor-house, not in the Fatehpur district, the number of inmates was reduced in a period of some eight days from about one thousand to about six hundred, just before the visit of a high official. My attention was called to the matter through a young man who appealed to me for aid. It was the very day he had been turned out. He was in a starving condition, weak and utterly helpless, and unfit to be set adrift or sent to the relief works. I took him to the Assistant Magistrate by whom his dismissal had been ordered. His re-admission was ordered. I found not a few utterly helpless men and women who had been turned out of poor-houses.

10. *Admission to poor-houses refused.*—There can be no doubt that superintendents of poor-houses frequently refused admission to starving and helpless people. I mention this because it seems to me a fact that should be noticed, that it may be guarded against; and because I believe that under-estimating suffering and indifference to it on the part of higher officials is surely reproduced in a deadly harshness and hardness in subordinates. I have been told there could have been no object in such closing of the doors against the starving, as the superintendent, if a rogue, could make more by increasing the number of inmates than by keeping it small. But whether we know the object or not, I know the fact to have existed. I heard it frequently stated by people who had been refused, and cases came under my own observation. Another fact of the same nature was the driving weak and utterly helpless people from the poor-houses after they had been kept for a few days. I have heard of many, and seen some instances of this also.

11. *Difference in popularity of relief works in different districts.*—I knew of large numbers of people crossing the river and going greater distances to reach certain relief works while they would keep away from others near at hand in their own district. The people constantly explained this on the ground of the more favourable and sympathetic interest taken by one Magistrate and the indifference of another.

12. *Distant relief works do not at all adequately meet the situation.*—I found in every village people starving, who yet would on no account go to either the relief works or the poor-houses. These were both men and women, but more often women. This was in part due to the fact that their village and its immediate environment was the world to them, and they feared leaving it. Another cause was their fear of losing their hold on what little land they had. They feared the zamindar would in their absence give their fields to some one else, and they would be helpless. I say I found such people in extreme suffering in every town and village which I visited; especially did people of better castes dread to go away to relief works. They said that even though they should not break their caste, their caste-fellows would charge them with having done so, and they would be counted outcasted until by payment of a heavy fine they should be reinstated. There was not a village I visited in which I did not find emaciated and starving people, often almost without clothing. They had sold clothing, cooking utensils, and everything saleable, tearing doors and door-frames from their houses and selling them.

13. *The number of people relieved by Government poor-houses, relief works, and village relief combined is, I believe, but a small fraction, certainly less than half, of those who suffer intensely by the famine, many dying in their villages of starvation.*—I have no statistics to back this statement, as I was not in a position to gain statistics. But I was frequently in villages talking with the people, and I constantly found that the number who went away was small compared with the number who stayed in their village, depending on what they could gather, living on grasses, grass seeds, worthless fruits, etc.

14. *Many small relief works scattered through a district preferable to a few large ones.*—This follows as a result of the above statement (No. 13). And it is to be noted particularly that if the relief works could be reached by the people of the villages each day, so that the people could return to their homes in the evening, a much larger proportion of the better classes of those who are in distress would be helped.

15. *Concerning help to parda nashin women.*—The giving of grants to *parda nashin* women opens the door wide to fraud. Hindu women of the most respectable families, if in severe want, would and did appear in order to receive help. This is not difficult for them; it would be difficult for some Muhammadan women. Still the amount of actual suffering that would be caused by refusing help to unknown and unseeable women would be *nil* to Hindus, and but little to Muhammadans. I believe thoroughly in the abolition of the whole system. For all through the famine there was no difficulty in finding a score of suffering women and children whom one could see and be sure of, who were getting no help and were starving, for every doubtful *parda nashin* for whom money was given.

16. *This alleged suffering and the death-rate.*—Lest it seem that my statement as to the widespread suffering which the Government with all its exertions did not reach is shown to be too strong by the death-rate statistics, I would state that the actual mortality was certainly far in excess of the numbers reported. There is no question, I suppose, as to this fact. One subordinate told me that on being rebuked for reporting so many deaths from starvation, he thereafter substituted secondary causes, such as diarrhœa or dysentery or fever. A superintendent of a large relief work told me that at a time when he was counting as many as thirty dead bodies every morning, the police were reporting about ten a day.

17. *Grain preferable to money in relief measures as a rule.*—It can be no secret that disbursements of money in villages did not regularly reach the people for whom the money was intended. Wherever I enquired, almost (though not absolutely) without exception, I was told of certain months when the money was received and certain others when it was not received, or only partial payments were made. It has seemed to me that if it were the adopted principle to give out grain as far as possible, and money only where it was not feasible to give grain, there would be vastly less robbing of the poor. As it is the statements I have heard made by Government officers as well as by the people in the district of the small proportion of the money given that actually reaches the people for whom the money is intended, are very distressing. No doubt that so long as money is given this evil will prove irremediable. But should the relief given be chiefly in grain, those who would care to steal it at all would be much fewer, and these few would find the risk much greater and the amount that could be disposed of very limited.

18. *Grain distribution and the bania.*—One happy effect of this widespread distribution would be, besides the getting of relief to the starving, the bringing of relief to many who suffer greatly during a famine because of the high price of grain, who yet do not come on the Government or charity for support. Grain would be kept at a more reasonable price. The profits of the *bania* would even then be enormous, but not so enormous as he can make them when his class is really helped rather than hindered by the method of giving relief adopted by Government.

19. *Missionaries and the help they may give during a famine.*—It seems to me the help of Missionaries should be utilized during another famine. It was systematically ignored and even refused when proffered in the North-Western Provinces during the famine last year. It does not seem desirable that the distribution of aid, especially charitable aid when given on the enormous scale it was last year, be confined to Government officers. It will necessarily always be the case that the head officers of some districts will be more or less indifferent to the suffering of the people. Many Missionaries are particularly well acquainted with the common people in their district. They could give valuable help to officers anxious to do all they can for their people, and their independent position would not be without value where there are not such officers. There is no question as to the general and purposed shutting out of Missionaries from active participation in the control and distribution of even the charitable relief that was controlled by Government in the North-Western Provinces last year. I believe it was an injury to those needing aid.

20. *The helping of Missionaries in famine relief work.*—I found even this was refused. Though I had from three to four hundred persons in the mission compound when I asked help from the Charitable Fund, I was told there was no money to spare. I had to buy medicines from the Government dispensary; and when I asked for a place to bury the dead, I was politely told that I might find a place myself. This disfavour shown to my work had no personal element in it, for I was new to the district and a virtual stranger to the officer in charge. It seems to have been simply a part of the general tone of "hands off" with which Missionaries were met in these provinces, though there certainly were officers who acted very differently towards them. While certainly only Government, with its wide reaching organization, can deal with so overwhelming a work as that of famine relief, still the help that Missionaries could give would be real, and not insignificant. The suffering people themselves would welcome the presence of the Missionary, for they certainly never fail to show confidence in his integrity and desire to really reach the suffering.

21. *As to the disposal of orphans at the close of a famine.*—It is of extreme importance that in the disposal of orphans at the close of a famine the character of persons proposing to take them be the determining factor. Much seems to have been made of similarity of religion. But this while having an appearance of fairness, leaves the way open for the working of ruin to the children. During the famine vile women and men bought girls from the starving people. This was in large part the explanation of the fact that the numbers of boys in Government and private orphanages much exceeded the number of girls. Now when Government distributes children at the close of a famine and gives a bonus or a stipend, even though the vicious classes be recognised and refused, many will take both boys and girls into their houses, there to make slaves of them. The work of mission orphanages has been before the country for many years. To refuse the care of children to these institutions, with their past history and their guarantee for the future, and to give them out in private families where any adequate oversight of these thousands of children is impossible, is not treating all religions with impartiality, but is denying to Christians to be judged fairly by what they can show of their work, and that in the face of the fact that the money given for the care of these children has almost all been given by Christians. That a child be put in the care of people of the same religion is a very small matter compared with the influences and treatment to which the child is to be subjected.

Revd. Mr. H. Forman.

Written statement of evidence by Babu Jiva Ram, *Pleader, Judicial Commissioner's Court, Member of the Municipal Board, and late Superintendent of famine poor-house, Bara Banki, Nawabganj, dated 14th March 1898.*

Babu Jiva Ram.

Arrangements of the Poor-House.

I. The poor-house should be divided into compartments for males and females quite independent of each other. In order to suit the civil conditions and religious prejudices of the inmates, the two compartments should be sub-divided into several compartments or wards:—

To section 3, Appendix B.

(*a*) The female compartment—a separate enclosure and gate should be provided for this and in the gate a sign-board "female compartment" shall be hung up and it should be sub-divided into:—

(i) Family compartment consisting of 2 parts for high and low castes.

N.B.—Family means and includes husband, wife and children.

(ii) For females without husbands but with children, and divided as above.

(iii) For single females, distinguishing high from low castes.

(iv) For infirms, who should be separately lodged as above.

The above compartments should be separated by *tattis*, or some other suitable screens, to secure the privacy of the lodgers in different rooms. In each of these compartments superficial space should be allowed to each family or member as the case may be, according to his want and space at the disposal of the Superintendent. Beddings should be given according to the climate of the season. In front of these compartments, a sufficient yard should be left which would serve for working and eating of the inmates of the several compartments, ventilated windows, say, like *Jalidar* made of bricks, should be assigned in a sufficient number in each of the compartments. The sub-divisions of the female compartments shall also have a sign-board in order to distinguish it from others. There shall be 2 bath-rooms in female compartment, one for the high and other for the low castes, in opposite sides as the above arrangement is suggested; the bath-rooms shall be erected close to the single female's compartment in contact with the outer wall, so that the water be rejected outward. Each of them shall have one or two earthen *Nands* to contain sufficient quantity of water. The bath-rooms should be well screened to secure the privacy, and their floor should be paved with bricks.

Establishment of female compartment and the duties of the servants.

A sufficient number of female warders should be selected out of the inmates of the female compartment, two female warders for every hundred are quite sufficient. The main door as well as the other doors of the female compartment and its sub-divisions should be carefully looked after by these warders by turns, and the Superintendent shall fix hours on and for which each warder shall be on duty.

These warders shall watch the egress and ingress of inmates of one compartment into another or any other interior malpractices among the inmates, and shall report to the Superintendent. The female warders shall take special care of the young women about their intercourse with men out of the male-compartment and servants of the poor-house or with any other strangers. The female warders shall assist the old, blind and infirm women in all respects and shall take them to latrines and provide them with water to clean their hands and body. All the warders shall be on duty at the distribution of food and shall take their stands on both sides of the alignment and shall look after stealing or snatching of the food by another, and shall not leave their place until the meal is over and the untensils are taken back. The female warders shall be given no cash allowance, but they shall be given enhanced rate of ration. For neglect or breach of their duty the female warder shall be liable to reduction of her ration for a day or two, or dismissed from the ward for repeated disobedience. The female warder shall be a woman of an advanced age, neither too old nor too young, and of good character, who shall be selected by the Superintendent to serve as a warder. The warders shall have their lodging next to the door and should, as far as possible, be single persons. The names of the warders will be entered in the workers list, and in the column of the pay full ration should be entered.

Boys shall be appointed monitors of the children out of the inmates and shall get full ration. The monitor shall be equal or of little higher in age, and 30 or utmost 40 children shall be in charge of one monitor, and shall be distinguished by different-coloured tickets hanging on their necks, so that each monitor may easily find out the children under his charge.

The monitors shall take the children to meal-yard and array them orderly, and the monitors shall take their stand and look after the encroachment of one child upon another, and subside the childish disputes.

The meal of all the warders, workmen, monitors, etc. shall be suspended till the meal is over.

II. The second portion shall be called male compartment, and this compartment should be sub-divided into two parts, one to be occupied by high castes and other by low, and these compartments do not require any screen or wall, but should be opposite to one another. Each of these compartments shall have a portion separated by screen or otherwise, and at the end shall be an infirm shed. The male compartment does not require screen or enclosed bath-room inside the compartment. A sloped platform paved with bricks should be assigned one side out of the poor-house enclosure, and little far from the gate. There shall be one or two earthen *Nandas* filled with water for the purpose of bathing. A platform paved with brick shall be assigned in one side of the gate out of the enclosure, where the water shall be collected in tin or iron pots. Two workers shall be on duty to distribute water.

Babu Jiva Ram.

The paupers are to be not allowed to keep fire inside of the enclosure or in their different compartments. There shall be four or six warders for the male compartment, as the number of the inmates may be, and two of them shall be on duty by turns on the doors of the compartments. They shall be selected out of the inmates. Their duty is to look after the egress and ingress of the strangers, and also to check the unnecessary wandering about of the inmates and shall report from time to time any act on the part of the inmates against the object of the institution. The warders shall assist the old, infirm, and blind inmates in every way. All the warders shall be on duty at the meal-time, and shall take their stand on both sides of the alignment and look after stealing or snatching away of food by one of the inmates from a blind or infirm. The warders shall be ready to carry out orders till the meal is over, and the inmates have washed their hands, and the Mess Gumashta has taken back the Tasla, and the leavings swept away.

Two or three chamars or Kories, out of the able-bodied inmates should be selected to dispose of the dead bodies, either by enterment or cremation, as the case may be, and their names shall be in the list of the workers and will get full ration.

III. Close to the office, in one corner of the poor-house, there will be one suitable compartment for the orphans and little children abandoned by their parents, and shall be looked by such a number of women selected out of single females of the middle age as the number of the children requires. They shall attend to their comfort and serve the children like nurses. These women shall be treated better than the other women in the poor-house. Their names shall be on the list of the servants, and will get a nominal pay in addition to the full ration and clothing. Special care and attention is demanded to this compartment of the Superintendent on his every visit, and in case of any such women leaving or otherwise dismissed, the vacancy shall be filled up before the nurse leaves the poor-house; all the clothings and other articles given to her, except the clothing on her person, shall be taken off. These children shall have three meals, one in the morning between 8 and 9 A. M., second at the ordinary meal-time, and the third at 6 P. M., before the Superintendent or the officer in charge leaves the poor-house.

To section 121 of Appendix B, the Code is silent.

The Superintendent shall satisfy himself that full ration and other things required for them with regard to their tender age are given to them. As far as I have come to learn by personal experience, the supervision of the innocent creatures requires the most vigilant and sympathetic care. Their religion should also be respected as far as possible. It is provided that the Superintendent must be careful in making inquiries about the children, as to whether or not any boy is persuaded or instructed by a thief-father to enter into an orphanage under the pretence of an orphan or abandoned, and thus to steal away the articles from the orphanage. I was thrice deceived in this way. The strangers should not have an access to the orphanage, because there is a danger of enticing away for immoral purposes any girl or boy under pretended relationship. The children should not be given to a claimant or any person asking for to bring them up, without permission of a Sub-divisional Officer or the District Magistrate.

Kitchen Arrangements.

IV. The kitchen room shall be close to the office and if possible in front of it—wherefrom the office moharrirs may be able to detect easily and have a full insight over the malpractices in the kitchen.

V. The room shall be made of mud walls, with tiled roof. There shall be a *chulha*, having 3 openings of a form hereto annexed. This sort of three-fold *chulha*, if prepared, would not only consume half of the quantity of fuel required to be expended in an ordinary *chulha*, but would give room for 3 cooks to work at one and the same time and prepare rice, dal, and bread simultaneously. Thus economy and promptness are both observed. The preparation of food for a greater number of inmates in one kitchen is rather economical, and hence 500 inmates can be messed in one kitchen. Every woman assisting a cook shall be provided for with a *chukla* (a flat block of wood) and *Belan* (a round shaped roller) for preparing bread.

Special suggestion for cooking food.

The Code is not so clear on this point as it ought to be. I would suggest that condiments should consist of *Hardi*, *Dhaniya* and red *mirchas*. These are the best, and for everyday use in every house, and it makes the *dal* and vegetable tasteful. One chittak compound powder of the above is quite sufficient for one seer of dal or vegetable. Salt to the extent of ½th of raw dal or cooked vegetable, is an adequate quantity. It is suggested that condiments should be mixed with the vegetable, after it is cooked or boiled, with regard to its quantity.

Condiments.

There shall be 2 or 4 *kathras*, as the case may be. These *kathras* are made of wood planks 4′ × 3′ sloped inwards, with two handles on opposite sides. Mango or other light wood is preferable for preparing these *katharas*, in the shape annexed herewith. These will serve in carrying away cooked rice and bread to the eating-yard from the kitchen. There shall also be iron *parats* and baskets, provided for distribution of rice, vegetable and breads.

Utensils for kitchen.

VI. The tin measurement of cooked rice often fails and varies according to the quality of rice, and a little pressure of fingers makes wide difference and unequal distribution of ration. The experienced criterion to test equal distribution, is weighment of cooked rice on the following scale. Cooked rice becomes double of the raw. Cooked-breads become half more than the raw flour. Dal becomes four times, suitable to eat with rice and bread.

Measurement and weighment of food (cooked and raw).

Therefore the cooked rice, equal to double of the raw, should be weighed before distribution of ration, and kept aside in a balance like a weighing instrument to test the ration if the quantity of the cooked rice given to any inmate appears doubtful.

The cooked-breads shall be tested in the same manner as the rice.

All the uncooked-breads shall be weighed out by a Mess Gomashta, or some assistant cook, with the watered raw flour equal to one bread, and breads shall not be broken for distribution.

Dal should be distributed by measurement or spoon made for the purpose, and there shall be as many measurements as there are Messes, so that one spoon or measurement may be able to serve all inmates of one Mess, equal in ration.

Mess. Gomashta shall be responsible for unequality of breads, and his ordinary punishment would be fine of one day's pay, in addition to the price which may come out for the deficiency. The deficiency of bread shall be made up with cooked rice.

One seer of raw flour should be given for forty seers of flour to be applied in making breads, and this is called *parthan*, without which the breads cannot be expected to correspond to the fixed weight of bread.

One tola oil per adult and ½ tola per juvenile, is proper quantity for Dal and vegetables.

VII. The experience has shown that one meal during day and night between 12 A. M., and 2 P. M., satisfies the poor, instead of two as laid down in the Famine Code. All the paupers were pleased with one meal and also this is a much more economical arrangement, in comparison with that of two meals. The infirms and little children shall have extra diet between 8 and 9 A. M., wheat *dalia* mixed with salt, is the best extra diet to improve health.

Meals—new suggestion.

It has frequently happened that in the evening poor come after the meal is over, and great difficulty has consequently been experienced in feeding them. It is therefore necessary that a sufficient quantity of *Sattoo* made of *Macca* or *Jow* shall always be in store, in order to feed the newcomers and this *Sattoo* should be given at the following rate:—

6	Chittaks	for male adult.
5	„	Female „
4	„	Juveniles „
3	„	Children under 10 and above 5 years of age.
2	„	Do. under 5 years of age.

VIII. Earthen *Rakabis* and *Bandhnas* shall be more suitable to Mohamedan inmates than iron *Taslas* and tin cup, as they generally make use of. The earthen pots will serve the Mohamedans till they are in the

Eating utensils.

poor-house and there remains no necessity of taking them back. Every Hindu inmate shall have one iron *Tasla* and one tin cup, and the *Tasla* shall be taken back after meals. One earthen *Thilia*, which may contain six or eight pounds of water, shall be given to every family or persons having children, to keep water at their bedding in hot season.

IX. It is experienced that the clothing is a great temptation for the poor to wander about and to leave one poor-house and enter another, either in the same District or in different Districts. Therefore clothing should be carefully distributed. I have experienced that often the paupers try to hide their own new clothes, or which they have received in some poor-house or elsewhere. The new clothings were found wrapped in dirty rags and made in shape of a *Goodari*. The officers whose duty it is to admit newcomers should be satisfied that certainly the paupers deserve covering, and then he will give clothes necessary to cover their body only.

Clothing.

The necessary covering for :—

Man.—	1 Dhoti of 4 yards piece of markin.
	1 Mirzai or kurta of coarse cloth.
	Topi.
	Blanket in cold season.
Juvenile from 8 to 15 years	1 Dhoti 3 yards of Sithon.
	1 Mirzai or kurta suitable to his person.
	1 Topi.
	1 Blanket or Razai.
Children.—	1 Kurta.
	1 Topi.
	1 piece of markin cloth suitable to cover his person.
Woman.—	1 Lahnga.
	1 Pharia of 2½ yards of markin.
	1 Kurta.
	1 Blanket or Razai.
Girls from 7 to 10 years	1 Ghanghari.
	1 Pharia of 2 yards of markin.
	1 Kurta.
	1 Blanket or Razai suitable to her person.

The rags and dirty clothes shall be taken off and burnt at once with permission of the officer in charge, or shall be collected in a safe-guard and sold and price thereof shall be credited to the poor-house fund. The bundles of all the newcomers should be searched before their entrance in the poor-house is allowed. If any fact appears worth notice, the Superintendent shall enter it into his diary to refresh his memory in time of need.

X. All infirm persons brought to the poor-house, either by police or by some officer or otherwise, and sick persons must be searched openly with due care by the Superintendent before they are admitted in the poor-house or hospital. If some cash or some other valuable thing is found on their person or in their rags, it shall be deposited in the poor-house and entered in the Register kept for the purpose. The cash or thing shall be made over to the person on his recovery, and after his death, to his heir claiming the same and in the absence of a claimant such property shall escheat to Government Treasury.

Search of infirms—New suggestion.

I give only one peculiar case in support of my above allegation which prompted me to make the suggestion. That one man was brought by police in July last to the poor-house. The man was too thin and nearly dying and unable to speak a word, and the Doctor certified a pure starvation case. I sent at once for milk to be poured in his throat but the unfortunate man died within half an hour before the milk reached. That upon search the following cash was found in rags on his loin :—

Three (3) Asharfis.

One (1) Turkish golden coin, half-size.

Two (2) rupees.

One (1) half-coin.

One (1) quarter-coin, and there was no pice.

I was unable to ascertain the name, caste and address of the person so died. The case was brought to the notice of Mr. Moreland, the then Deputy Commissioner.

XI. Experience has shown that a Superintendent should be a man of responsibility and of rather advanced age in years. He should not be single or bachelor. The Superintendent must be a man who has seen sufficient of the world. He should be a man of unspared labours, and of mild and sympathetic temper.

Section I of appendix B.

Qualities and duties of Superintendent.

There are three chief points to which the constant and careful attention of the Superintendent is demanded daily (1) Sanitary arrangements, (2) feeding and clothing of inmates, (3) admission and lodging of newcomers.

Babu Jiva Ram.

Early in the morning the Superintendent should see sanitary arrangements, ascertain the physical condition of the poor, to remove sick promptly to hospital, and see that they are properly housed and clothed. After this he should make arrangements for extra diet to be distributed among children and infirm between 8 and 9 A.M. At the same time, he should test and examine the raw grain and calculate and cause the articles of food to be weighed after testing the number of inmates. After making safe and proper arrangements for meals, the Superintendent should purchase or otherwise procure the articles of food for next day's use. It has been proved by experience that the stored articles of food were more or less always tampered with. It is, therefore, better to purchase only for a day or two in advance.

After this he (Superintendent) shall take rest. Again his attendance is demanded between 11 and 12 A.M. to :—

Admit newcomers.

Test the cooked food.

Cause the cooked food to be distributed between 12 A.M. and 2 P.M. in following order.—

(1) Among the little children.
(2) Sick in hospital.
(3) Infirm gang.
(4) Females.
(5) Males.
(6) Lepers.
(7) Warders and workers.

And see whether it is consumed in his presence.

After this the Superintendent shall enter the kitchen-room to see if any food is fraudulently spared by any servant employed in kitchen. Cooked food should be spared for the orphans, if any is to be given to them in evening.

After this to attend to the reports, etc., in office. The 3rd visit is needed towards evening between 5 and 6 P. M. to admit the newcomers and feed them with *sattoo* and supply clothings if necessary.

Examine daily registers and accounts.

Feed the orphans, etc., if any, in his presence.

Make proper arrangements for the night.

See the store locked up and all the things are properly placed in safe-guard.

Thus the Superintendent should leave the poor-house at 8 P. M.

XII. In my opinion, one store-keeper can easily discharge all the duties of store-house relating to the poor-house and the hospital.

Section (2) of appendix B.

XIII. The orderly should be selected out of inmates of some high caste, if available, or some distressed person in the town or city or village, as the case may be, and will get full ration or its price.

Section 4.

XIV. In addition to the book provided in the Famine Code the following are also required for daily use.

To section 8 of Appendix B. Records.

(1) *A rough daily register of paupers.* This register will give the serial number, as well as the daily number.

It shall be prepared daily and shall contain the name, parentage, caste, age and residence of the pauper.

In the column of the serial number the serial number will be general, and a new number will begin each day. Thus on the opening of the poor-house on a certain date, say, 50 paupers were admitted then the serial number will be 50 that date will be closed. When the next day commences, then the general serial number will commence from 51, and a fresh number of each day will be given under it thus 51-1, 52-2, 53-3, and so on. This will show at once that so many poor were admitted from the beginning up to date of inspection, and at the same time so many poor were admitted on a certain day.

(2) *The store-account register* showing all property in the poor-house, the date of its purchase and expense, etc.

(3) *Diary for poor-house* showing work done by poor, materials purchased, and price fetched.

XV. It is advisable that the police-guard deputed to be on duty in the poor-house must be selected out of persons

Babu Ji a Ram.

of respectable class of good moral character and, if possible, of old age. They must not be allowed to have any hand in the poor-house compound, save that they should watch the store.

XVI. Out of the poor-house compound, and at a proper distance, a separate shed for lepers, south of the poor-house should be erected, and separate compartments for males and females should be allotted within.

To the south of the poor-house a separate shed independent of the lepers' shed, a shed for lodging persons affected with contagious disease should be provided for.

Addenda to the evidence on the Famine Code.

XVII. The result of the arrangement and economical management of the poor-houses above referred to was that the Nawabgunj Poor-House was managed with much smaller scale of establishment, etc., than the other poor-houses of this District, where the number of the inmates was much smaller in comparison with the one at Nawabganj. The rate of the daily expenditure per inmate varied elsewhere from 29·3 to 27·2 pies, while under me, where the inmates number nearly amounted to 500, the rate was 20·3 pies per head; this included cost of food, clothing establishment and everything. In the month of May 1897, Mr. Moreland, the then Deputy Commissioner, was pleased to find out the incidence of expenditure of poor-houses in his district, as the extract from his order, dated 27th June 1897, shows, as given below :—

Extract from the Deputy Commissioner's order, dated 27th June 1897, showing incidence of poor-house expenditure.

* * * * *

Month of May.	Average total cost.	Average cost of ration.	Percentage.
	Pies	Pies	
Nawabgunj .	20·3	13·9	68
Fatepur . .	29·3	16·5	56
Haidergarh .	23·7	17·3	73
Sanehighat .	27·2	14·9	55

Revd. Mr. W. McLean.

Written statement of evidence by the Revd. Mr. W. McLean, *Church Missionary Society, Agra, dated Calcutta, the 18th March 1898.*

I beg to say that my views exactly coincide with those of the Revd. J. Potter, Agra, with whom I had a long conversation before leaving. He will suggest many things, with which I heartily agree, *re* the famine.

In future I would suggest—

(1) an appeal being made to all Europeans for voluntary assistance ;

(2) that each circle officer should be a European ;

(3) that the " long test " system should be abandoned, as it entails unnecessary hardships ;

(4) that Zenana Missionaries should be invited to distribute help to the *parda nashins.*

These are the chief points which, I think, in future ought to be seen to.

Written answers to the Commission's questions by Murlidhar, *grain merchant, Cawnpore, dated Cawnpore, the 21st April 1898.*

Murlidhar.

As to Food Stocks and Prices.

*282. High prices of food-grains were principally due to—

1. Failure of harvests.
2. Holding up grains for high profits.
3. Unusual lowness of stock in certain tracts.
4. Exports to foreign markets.

283. Yes. Partly affected at the time of failure of crop. There was no permanent rise in average price of food-grains in India within the time quoted.

283 A. The difference in prices in distressed tracts and that of in neighbouring unaffected districts was very slight, I believe.

284. Yes, but owing to gradual high price they became less and less active.

285. Yes, they could buy, sometimes at a high price.

286. Yes, if grains were procurable in nearest markets, otherwise at an increased price from retail grain-dealers on works.

287. Food-grains were sometimes exported from distressed districts to elsewhere to fetch high price.

288. Fortunes were made especially by grain-dealers on speculation for a rise.

289. Most of the grain pits were opened and entirely depleted at the close I believe, but some were not even touched in hope to get more and more price. Unfortunately this speculation did not turn beneficial. Owing to the close of famine prices reduced gradually, and a considerable quantity in pits which was not sold at the time are now disposed of at a very decreased price.

290. No. I think they were holding up all the surplus stock for their own use in case of need.

291. Yes. They did get; in case the surplus stock was sold.

292. There were very little difference, I believe, between the two.

293. I cannot say exactly to what extent the habit of storing grains in pits is diminished, but they were in a habit of doing so, keeping enough for a year's consumption and selling the surplus to grain-dealers.

294. Yes.

295. I cannot say exactly, but they were relieved to a great extent.

296. Mostly villagers and cultivators.

297. Due to poverty; second, want of agricultural appointment. Fall off in wages on non-agricultural labour.

298. Not at all ; rather went down for want of works and failure of crops.

299. Yes, seriously reduced the class of artizans for falling off their trade owing to foreign competition.

300. People cannot resist famine or scarcity so much now-a-days as they could do before, as they are going to be poorer and poorer every day on account of increased taxation, want of permanent settlement and especially on account of fall in price of silver.

The cultivators generally in season of good crops invest their savings in silver jewellery ; now on account of closing of the mints and the artificial raising of purchasing power of the rupee by Government, the value of silver ornaments have come down considerably ; hence the people have lost their power of resisting famines.

301. No. Owing to their poverty, they willingly entered to the poor-house and at works for relief without observing the prejudice in religious point of view.

* 302. Yes.

303. Undoubtedly, if system of bounties or Takavi advances in shape of loan would have been established.

304. Mostly by native grain-dealers, but I cannot say how much of it comes to India, and at what price, but on the whole, the price of Burma rice was cheaper than that of other food-grains in time of famine.

305. Burma was the place from where a considerable quantity of rice could have been obtained suitable for Indians' use.

* The numbers refer to the questions drawn up by the Commission.

Written answers to the Commission's questions by RAMDOOLARAY BAJPAYEE, *Merchant, Lucknow.*

Ramdolaray Bajpayee.

*282. Yes, the rise in prices was perfectly reasonable. It was owing to the general failure of kharif harvests and the stoppage of importation of food-grains from the Punjab, which has been supplying abundantly since more than a year.

No person or persons did fix the bazar or current rate of food-grains; of this I am aware as a merchant of good many towns. It might have been possible had there been a sufficient stock at one particular locality for consumption, and this also if it had been out of reach. Local rings of grain-dealers if developed can be broken up by the Government importing food-grains for consumption, as they can never compete with the Government in prevailing rates.

284. The prices of grain were fluctuating all round the year as they were for the most part dependant upon the supply and importation from other Provinces; *e. g., kashiri* a grain of very inferior quality, and grain imported from Behar were sold at the rates of twelve to eight seers a rupee.

303. I am not aware of any arrangements being made by the District Officers to encourage the importation of food-grains into this district.

304. If the Government had taken to itself to manage for the importation of food-grains, it had the following advantage which was beyond the scope of private dealers. It could easily keep an eye upon the prevailing prices of food-grains in almost all the districts and then to indent from those districts, where the prices were favourable, to the distressed places, a sufficient quantity of food-grains at a less cost than obtainable by the private dealers who had to pay much for the remittances and for transit charges. This importation would not have affected the private dealers were the Government to confine the supply to such objects as orphanage and relief work rather than to send the stock to bazar for sale to compete with them (private dealers).

282. Yes, there appears to have been a sufficient stock of grain for all probable contingencies of home consumption and for men only. The high level was not due either to unreasonable panic or to wild speculation and holding for high profits, but was due to the prices rising in proportion to the transit charges incurred.

283. Yes, there has been permanent rise in the average price of food-grains and the tendency is to rise still more. I remember to have purchased wheat flour at the rate of 32 seers a rupee in 1867-68. Prices of food-grains have risen in general.

284. Yes, the grain-dealers were generally active or they tried their best to be so, but their course was impeded by the paucity of money.

285. They could purchase everything they required at the prevailing prices in the nearest mart, plus the cost of transit and a little profit to private dealers.

286. I am a merchant at Fatehganj in Lucknow and, according to the directions given to me by the Tahsildar, I opened a shop at Mundiaon where I sold food-grains according to the current rate at Lucknow, less half a seer per rupee to cover transit charges.

288. Some might have made a good fortune if he had a good stock at his disposal, but I am not aware of any at least in Lucknow.

292. They varied at half a seer per rupee.

293. In my opinion the habit of storing food-grains in pits has disminished about 90 or 95 per cent. among grain-dealers.

(1) There has been a general destruction of pits owing to the rise of water to the level of the depth of pits and receptacles owing to canal irrigation.

(2) Want of funds.

(3) Severity of income-tax so far as towns and villages are concerned. Respectable land-holders generally keep a sufficient stock for a year's consumption. Cultivators are unable to have any storage of food-grains as they are obliged to dispose of it to pay the Government revenue and meet the creditor's demand.

297. Want of funds alone.—Yes, both.

298. The wages were stationary and in certain cases they fell low for want of employers, as very few could spare money.

299. The competition of foreign goods has rendered serious injury to many classes of artisans and labourers, etc. For instance, Julahas, Kories, weavers, spinners, blacksmiths, cutlers, cotton winnowers and cartmen, etc., have been thrown out of employment.

300. Yes, in comparing the distress occasioned by the recent famine with the one in 1877, I find that the distressed in general have been pinched more in the recent famine than in 1877.

302. Yes, jewellery, brass pots and brass amulets, etc., have been freely sold and at a nominal price. Silver jewellery has not been able to command more than 50 per cent.

303. In my opinion there would not have been any appreciable difference if the Government had condescend to make advances.

304. Bengal merchants generally exported Burma rice to Benares, Allahabad, Cawnpore, Lucknow, Fyzabad, Agra, etc., and some of the local merchants in particular.

305. I am not aware what country or countries beyond British territory could supply grains to India. I am of opinion that in times of scarcity of food-grains in India were the Government to import and dispose of grain at particular places in Bombay, Karachi, Madras and Calcutta, and all the merchants were to pay at the uniform rate, then the private trade would not suffer in the least, and the country would be stocked with food-grains at the same time.

309. *Vide* my reply to question 283.

311. In my opinion it has much connection with the general facilities given to traders to export food-grains out of India. The famine was not so keenly felt in native territories, where the exportation of grain was stopped in time. Very little stock of grains as well as other commodities of field produce are left in India now-a-days.

312. In ordinary years I have never known of importation of food-grains into India.

313. So far as I am aware the export of the country is in the hands of Europeans.

Written answers to the Commission's questions by MR. W. C. PEPPE, *Birdpur, North-Western Provinces, dated 7th March 1898.*

Mr. W. C. Peppe.

* 2. To local failure of the rains and consequent failure of the rice crop, and to high prices.

3. (*a*)— *Rainfall at Birdpur.*

Year.	June.	July.	August.	September.	October.	Total.
1895 . . .	7·75	20·14	10·67	19·66	...	58·22
1896 . . .	4·10	9·84	11·09	2·84	...	27·37
1897 . . .	8·00	16·17	16·44	15·70	6·53	70·97

In these parts the *usahan* or early rice crop was a 6-anna one. Immediately over the frontier in Nepal the *jarhan* rice crop was a failure; further in it was better, and still better in under the hills. On the estate, protected by irrigation, it was probably an eight-anna crop all round.

At Nowgarh *bázár*, in the Birdpur Estate, there is a large grain mart. From the out agency of the Bengal and North-Western Railway established here, 322,576 maunds of rice were despatched during the year between November 1st, 1895, and October 1896; during the year between November 1st, 1896, and October 31st, 1897, only 84,201 maunds were despatched; from November 1st, 1897, to February 28th, 1898, 123,740 maunds have been despatched.

* The numbers refer to the questions drawn up by the Commission.

Mr. W. C. Peppe.

(b)—*Comparison of prices of grain in 1896, 1897, and 1898.*

Year.	Price per rupee in January.			Price per rupee in May.			In Government *sers*.
	Rice.	Wheat.	Barley, peas.	Rice.	Wheat.	Barley, peas.	
1896 . .	15·	10·5	24·5	13·5	18·	30·	
1897 . .	8·	10·	12·5	7·5	12·	17·5	
1898 . .	13·	13·5	16·5	*12·	*13·	*19·	

* Price in March 1898.

4. People were well-to-do; preceding seasons had been good.

5. Yes. In this rice-growing country a large number of people in each village get their living by transplanting rice. Labour is in great demand; wages are liberal; women and children get ready employment. In dry seasons, as in 1896, quantities of seed dried up and large tracts of rice lands were left unplanted. Labour was not required, and if it was required, the tenants were unable to pay for it.

6. The rice crop is entirely dependent on regular rainfall. Rice is a very hardy plant and will exist through long periods of drought, but without water it will not grow.

7. Except the very well-to-do, no cultivators have any reserve of any kind; they only keep sufficient to feed the family till the next crop is reaped.

8. Not so severe as the dry years in the seventies.

9. The distress was considerably under-estimated in these parts, and it has surprised me that the people have pulled through so well.

There was considerable suffering among the labouring classes before any assistance was given to them.

36. *Patwáris'* returns as to area and kinds of crops can be relied on; but as to the extent to which sowings have failed and the condition of the crops, they allow their imagination free scope; they either exaggerate or conceal and many fill in returns without going near their villages. They can give the required information, and they should be severely punished for furnishing inaccurate statements.

53. Very often these roads lie useless for many years, because they are left unbridged.

54. Yes, many roads are still required. The north-west corner of the Basti district is almost without roads; such roads as do exist are worse than useless; during the rains the roads are canals, and passengers have to wade through the fields.

A great opportunity was lost during the late scarcity in not making up the existing roads and opening out new ones in this part of the district.

55. I do not consider metal collection a suitable employment for relief labour. It requires experience, wants implements, is arduous, and does not give employment to women and children. It is not remunerative, and is, as a rule, found in small quantities at long distances.

57. (I) One of the best that can be given.

(II) As a rule, are most beneficial to the village. I would sooner dig two or more shallow tanks than one deep one.

59. An average tank about 100 feet square would give employment to about 150 to 200 people—men, women, and children. If only a fair rate, so as to allow of one meal a day, were given, only those actually in want would work.

60. There are plenty more tanks to be dug.

61. Several impounding reservoirs have been constructed on the Birdpur Estate, Alidapur Estate, Newra Estate, and the estate belonging to Babu Shorut Singh, all situated in the north of the Basti district.

62. It has been proved over and over again that these reservoirs have had the most beneficial effect on the lands they are supposed to protect, and have year after year saved crops that otherwise would have been ruined. During the late drought thousands of acres were saved entirely by the aid of the water from these reservoirs. The area of these estates is 50,000 acres, and the irrigated lands, chiefly rice, are 90 per cent. of the cultivated area. The reservoirs cover an area of 800 acres.

63. Undoubtedly many could be constructed, but how is it possible to carry out such works, where the site of the reservoir is situated in different villages with different owners, and where the lands to be irrigated belong to totally different owners?

It is impossible for private individuals to make any alterations or improvements in ordinary *zamíndári* villages, unless they are prepared to wade through the law courts with their neighbours. Any such work should be brought before the local authorities, and they should give it their support and have the work carried out. In this way many works could be carried out which would have the most beneficial effects on the country in general.

I have had considerable experience in the construction of such works and have seen the result of their working.

No more useful work than the embanking of lands liable to inundation from rivers could be undertaken.

I own some villages on the banks of the Rapti in the Gorakhpur district, the crops of which were yearly destroyed by floods. I put up long stretches of embankments on the river bank and have turned sandy wastes into fertile fields, and though I have benefited my neighbours as much as myself, I have had no assistance or thanks, but have had every obstacle placed in my way by them.

In another case I surrounded my village to save it from inundation. I had to go through successive law courts because my neighbour imagined I had done him some wrong.

After fifteen years he is now doing what I did, so as to save his village from these inundations!

71. (a) From two to four miles.

72. Yes.

73. Yes, if the people could be induced to go. In this way useful permanent works could be constructed in place of petty works, which are no good to any one.

76. Yes, so long as the rate of wage is only sufficient to give one good meal a day.

84. I only had piece-work.

85. Yes, unless they become very feeble.

88. Increase the rate.

93. No.

95. I would allow each man 8 *chataks* of rice, a woman 5, and children according to age.

If barley and peas are given, then to a man 10 *chataks*.

I consider 6 pice to a man, 5 to a woman, and 4 and 3 to children too much in famine times. The wage should be regulated by the price of the coarsest food procurable on the spot.

People on famine works were getting more food than really well-to-do men who were eking out an existence in their homes. The majority of such men were satisfied if they and their families got one meal, and that not a full one, each day.

I consider 20 annas per 1,000 cubic feet with a lead up to 80 feet ample for ordinary earth excavations.

98. Ten years of age.

192. Unofficial European agency was available to a very large extent in both the Gorakhpur and Basti districts among the grantees and planters, but it was only used to a very limited extent. This is to be deplored, as I feel sure one and all would have given their services readily and willingly and their assistance would have been a material help to the Government, and I venture to think that it would have been more pleasing to the English subscribing public to know that their munificent gifts had been distributed under the personal supervision of their countrymen. It was impossible for a few European officials to supervise personally such a huge work.

193. My experience is of private kitchens alone, feeding some 300 souls daily. I insisted on all being present and doing some sort of work, no matter how little, because I found they only came at feeding time and begged in the villages the rest of the day.

194. I consider one of the first wants in a time of scarcity and famine is the establishing of kitchens to feed the women, children, aged, and infirm. These are the first to suffer. Many would gladly feed this class, but as soon as any such relief is opened, it gets so crowded with professional beggars, Bráhmins, and *fakírs* that no private individual can afford to feed them.

195. I would at all times give cooked food in place of money.

198. I would give cooked food in all cases. Parents, as a rule, are not to be trusted, and many keep their children thin and emaciated in order to get relief.

199. As far as I know, the money advanced has been used for the purpose for which it was lent.

202. My only experience is of the advances given to me. Two-thirds of the principal is to be repaid without interest within two years.

204. No. Should work for wages.

I applied for advances in the beginning of February, but did not get sanction till March. The real distress was in February, and had I waited, much suffering would have been the result. I commenced work in anticipation of getting sanction; when I rendered my accounts, I was asked how I came to spend the money before it was sanctioned. In some cases the money was not used, because it was not sanctioned in time!

I would be liberal in giving advances to people who can give security, and I would give the local authorities a free hand to deal liberally and quickly with respectable and responsible people, and I would not call for too minute details in the accounts.

I have heard of many natives of influence with ample security, to whom an advance would have been a great boon, having asked for advances, but got none.

There is one point I wish to bring before the Commission. It has been the custom from time immemorial in the Gorakhpur and Basti districts for certain men to supply seed to certain villages on the *sawai* system, *i.e.*, 'getting back at harvest time the principal and one-fourth more.' Their fathers did it, and they seem to consider themselves in honour bound to keep up these traditions. Unfortunately these seed givers have been singled out by the income tax collector as fair game, and they have been assessed to income tax, and I feel sure unfairly in most cases that have come to my notice. I have pointed out this injustice to District Officers, and they answer "It is such a small tax." Nevertheless, it is an unfair one, and a gross injustice is being done to these benefactors of the country. Only real agriculturists and men in close touch with them can appreciate what these seed givers are: their numbers are getting fewer and fewer every year. I would earnestly plead on their behalf and have them exempted from income tax altogether. It is commonly supposed that big profits are made out of this business, but I am sure this is a mistaken idea. During this last season my better class of tenants gave their more unfortunate neighbours seed, receiving back at harvest time principal and one-half more! Even on these terms the givers knew they would lose by the transaction; yet all gave ready help.

The actual figures work out thus: at sowing time the price of rice or *dhán* was 12 measures per rupee; after harvest it was 30 measures per rupee; the giver got back 18 measures, that is, 9½ annas for the rupee he gave! Of course, as a rule, the seed givers are not losers, but their profits are, as a rule, grossly exaggerated.

If Government gave these men their support, they would find them of great use in procuring seed for the country.

208. It is absolutely necessary to see that the relief reaches the actual cultivator.

210. Yes, if reasonable time is allowed, with good crops tenants have no difficulty in meeting their rents.

212. No interest should be charged.

214. In all cases where the crop is only a four-anna one I should advocate entire remission of the rent. As a rule, I doubt if suspension of rent has much to recommend it.

Many asked time in which to pay their rents, but this was refused. I did not collect my rents of 1896-97 till September and October 1897, and my tenants then paid up without any hardship.

219. One of the chief resources of the people last year was the fruit of the *jamun* tree that grows on the banks of the rivers. It was a prodigious crop and supplied thousands with food for over a month. No proprietors placed any restrictions on people collecting this fruit from any trees on their property.

220. A most serious and difficult question for the Government and one that should have their immediate attention.

During a famine there are numbers of orphans and deserted children wandering about and living the life of dogs rather than of human beings. Numbers escaped from the Government orphanages during the late famine. This should not be. I do not believe in making over these orphans to natives, except under special circumstances; I would sooner make them over to orphanages conducted by religious bodies. *Mr. W. C. Peppe.*

227. Yes.

228. No, provided the benefit of them be limited to a selected few.

230. Should certainly be given at the commencement of the agricultural season to enable the cultivator to put in his crops.

232. No.

233. No.

239. Yes, if it found its way to the most deserving.

242. Starving wanderers were seen constantly, and many died on the road-side. Most of these had gone to Nepal in search of work; but getting neither food nor work, came back emaciated and in a dying state.

243. I do not think so. These people go yearly to Nepal in search of work at the time of transplanting the rice and at harvest times, and I fancy they would have gone in spite of any relief work.

251. The year was a particularly healthy one, and any excess of mortality over the normal death-rate might safely be put down to scarcity and privation.

252. There was no sickness nor cholera.

255. Most of the deaths that came under my notice were of old people; emaciated children pulled round with suitable food. Found many instances where parents deserted their children.

257. The population of Birdpur, area 30,000 acres or, roughly, 45 square miles, was—

In 1853	11,715
„ 1865	13,071
„ 1881	23,000
„ 1891	26,706

and I should say this is about the population now.

262. Yes, very few outsiders come into the estate; in fact the tendency is for the headmen to absorb the cultivation of the under-tenants and poorer men.

263. Vaccination, which is thoroughly carried out in the estate every year, has had marked results. Formerly it was rare to find a man or woman not pitted with small-pox marks, and epidemics were of constant occurrence. Now one seldom hears of a case of small-pox.

264. The rice cultivation is now about 90 per cent. of the cultivated area, and this is in a great measure due to the irrigation scheme. Not only is the grain produced sufficient to meet the wants of the people, but the export trade has increased immensely of late years.

266. The ploughmen of agriculturists get one-sixth of the produce of each crop, and this custom has come down from time immemorial. Servants paid in cash are now paid R24 per annum, whereas formerly they were paid R18 to R20.

273. Two-thirds of the food of the people in these parts is coarse rice; one-third wheat and peas, or wheat and barley.

274. Early morning, parched grain; mid-day, rice or bread; evening, rice or bread and *dál*.

275. Last *rabí* season was the finest *rabí* crop I have seen during my residence here of twenty-four years. In consequence of this good crop, the people consumed much larger quantities of wheat and peas, and wheat and barley, than of rice.

276. Indian corn and *merwa* they consider least palatable and least sustaining.

278. Rice (milk) and bread made from wheat and barley.

279. At mid-day and in the evening.

283. Grain has risen 50 per cent. in value, specially rice in these parts.

290. Those that had grain kept it, not knowing what might happen, even in the face of very high prices. They kept the rice of 1896 till they saw that the rice crop of 1898 was safe. They sold in September and October 1897. The crop of 1897, being so poor, gave a very small outturn of rice. Where, in 1897, 16 measures of *dhán* or rice produce from 6 to 7 measures of rice, now 16 measures give from 8 to 9 measures. Many refused to sell at 5 measures per rupee and had to sell at 7 and 8 measures.

294. Before the opening of the Bengal and North-Western Railway, all rice from these parts went eastward towards

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Patna, etc.; now it all goes west, to Agra, Delhi, Hatras, Cawnpore, Jeypur, Rewari, Namoul, Hissar, Bikanir, etc. Not only has the export trade increased immensely since the opening of the railway, but it is all carried off so much more quickly.

296. Chiefly to the labouring classes and to the poorer agriculturists.

297. Want of funds. No, I do not think it did. Many well-to-do people built and improved their houses, constructed banks and other agricultural works, because labour was to be had at a very low wage.

302. The sale of jewellery, pots, and bullocks was very great and at very low prices. In Nepal this was specially the case. Many families, well-to-do, were cleaned out of all their jewellery, pots, and pans.

304. Some Burma rice came to Uska, but it was not appreciated. I compared the price of Burma rice in Calcutta and the coarse rice here, and they were invariably the same. Burma rice looks good, but on cooking it melts away and all substance seems to be cooked out of it. The natives say it cannot compare to the rice grown in these parts.

Written answers to the Commission's questions by LALA GONESH PRASAD, *Grain Merchant, Agra.*

Lala Gonesh Prasad.

* 282. The late high level of prices throughout India was on the whole, natural and reasonable, being due to the knowledge of the failure of harvests in certain tracts and the payment of freights for conveyances. The persons of places where there was no failure of crops, held up food-grains for high profits. There was in the country grain enough for the famished but not in abundance, just as in the ordinary years some surplus was left behind.

283. The high prices of food-grains are not at all due to the depreciation of the rupee in relation to gold but to the failure of harvests in general. There has been a permanent rise in the average price of food-grains in India within the last twenty years. This rise has never been greater in respect of some kinds of grain than of others, but it has been equal all along.

283A. The prices of food-grain were a little higher in the distressed districts than those pravalent in neighbouring districts unaffected by famine. This was only due to the payments of freights for conveyance.

284. The grain dealers of the distressed and undistressed tracts were equally active in trading in grains as in both the places the prices were almost the same.

285. In the distressed districts the towns-people and the villagers, having money but no private stocks of their own, had at all times to pay higher prices for their customary food-grains and condiments.

286. The people in receipt of relief in the shape of cash at works or in the village were always able to buy grains at the rates supposed to be current.

287. Food-grains of common kinds were never exported from the distressed districts of our own.

288. The grain dealers made no great fortunes on account of the high prices, as they were the same price everywhere to a larger extent, as, owing to the failure of crops, they had no opportunity of storing, and the demands from the distressed districts were very great.

289. The grain pits or godowns of the grain were generally opened. The stock was totally exhausted with the end of the famine and there was no surplus left.

290. In distressed districts under our observation none of the cultivators or the land-owners had surplus private stocks of food-grains, and hence they did not generally sell their own private stocks of food-grains which could not at all in any way be called surplus.

291. The prices of food-grains were throughout all the same, but the grain dealers used to buy grains at a little cheaper rate from the cultivators, as the former had to pay freights, etc.

292. There was a nominal difference between the wholesale prices and the retail ones.

293. The habit of storing food-grains in pits among the grain dealers, land-owners and the cultivators of the tracts producing large crops of the common grains was diminished owing to the famine. That is, every one, without any consideration during the famine, was quite ready to labour, and hence there was an actual fall in the former wages.

294. The means of locomotion are quite sufficient by means of railways and roads extended into the countries where more valuable crops are produced. In cases of the failure of the crops and the prices being higher, the private trade is ready to import into such tracts.

295. The necessary relief for the time-being was afforded to the proprietors of land, State ryots and under-tenants.

296. The mass of persons relieved belong to all the classes.

297. On account of falling-off of the non-agricultural and agricultural labours, the distressed people were unable to buy grains at the high prices.

298. The wages of any class of labourers, artizans or servants did not go up in any degree in consequence of more labourers being easily obtainable.

302. There was a heavy fall in the prices of jewellery, brass pots and cattle.

303. A damage will certainly be done to the private trade by granting any system of bounties or loans to importers.

304. In ordinary years the Burma rice never came to our districts. But during the famine all kinds of merchants imported the bulk of the Burma rice.

Regarding the grain trade.

306. To our own knowledge, a very small export of the various food-grains was affected by sea from our districts by the famine and scarcity. But we cannot tell the exact figures.

308. The import of food-grains and other commodities into India was very large and the importers made considerable fortunes.

311. The export of food-grains from India in a series of years will result in bringing about famine in India, and there will occur a considerable and material reduction in the reserve stocks of food-grains.

313. This trade is in the hands of both European and native firms.

314. Rice from Rangoon was chiefly imported into our districts and we cannot tell aught about other districts.

315. When the prices rose rapidly at the end of 1896, there were no sufficient stocks of rice and other food-grains in the port.

316. The stocks of food-grains in the interior of the country were very small, and these would have been sufficient for the food requirements of the distressed people for a few days only, without importation from abroad being placed on the market or held up.

317. The high prices of food-grains were an encouragement to the grain dealers.

318. These high prices were maintained during the famine, and importation of food-grains from abroad was extremely large.

319. The price of rice in Burma and of wheat and maize in Europe and America rose in consequence of apprehension of diminished food exports from, or of an anticipated demand on account of, India.

321. There was a sufficient margin at the end of 1896, between the prices of wheat or maize in India and the prices of these grains in Europe and America to make import into India profitable.

322. The importers continued making importation from abroad into India as long as they found it profitable, and discontinued it when grain became dearer in other foreign countries.

323. Exact figures cannot be stated.

324. The exact quantity of Burma rice imported into India cannot be stated, but import was very large.

325. These imports were mainly for despatch to the interior of the country.

326. The firms on whose account these Burma imports were made, were both European and Native.

327. These Burma imports of rice were made on the order of both the up-country grain dealers and Calcutta firms at their own risk, in anticipation of the demands of up-country dealers.

328. We cannot say what difficulty was experienced by up-country grain dealers to take Burma rice at first.

* The numbers refer to the questions drawn up by the Commission.

329. The Burma rice was not always sent for in our district, and hence there was not always a profitable margin.

331. Contracts for importation into India from abroad can be placed through the agency of the up-country agents, just as exports from India are made through their agency.

332. These European houses can import food-grains into India from abroad.

335. It is binding on the importers who have made contracts for importation into India, to fulfil the terms of the contracts without any consideration of profit or loss.

337. The Indian grain markets will abound in large stocks of food-grains, but the private trade will surely suffer.

338. This question can properly be answered by the big Calcutta merchants.

339. We have no experience at all about this.

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340. The Burma rice would not have come into India if other grains were imported from abroad.

342. The Railway Company made no reduction in the rates on the grains from the sea-board to the interior.

343. If the Government had taken upon itself to import grains from abroad, the prices must surely have been very much lower.

345. Prohibition of exports from India would, in our opinion, be of advantage in case of failure of crops in India.

N.B.—The original numbers of the questions put by the Famine Commission have been retained. All these statements have been duly endorsed by the big grain-dealers of Allahabad.

Written answers to the Commission's questions by RAJA PARTAB BAHADUR SINGH *of Partabgarh.*

Raja Partab Bahadur Singh.

As to the Extent and Severity of the Distress.

* 1. The total area of the district amounts to 933,120 acres or 1,458 square miles, and total population to 910,895 souls. The whole of the area, chiefly the rice tracts, which cover half of the district and entire population was affected.

2. The distress was due to both the failure of harvests, especially of rice crop (which is the principal food of the district), caused by total failure of rains, and to abnormally high prices of grain.

3. (*a*) I estimate the failure of rainfall to be about $\frac{7}{8}$ of the normal quantity, and the failure of kharif harvests to be complete in rice-producing tracts and about 12 annas in the rupee in other tracts; the rabi, however, was full in the well-irrigated parts and it amounted to about 10 annas in a rupee on the whole.

(*b*) The prices of the food-grain were much higher than in preceding years. They were even higher than in the previous famine of 1877.

4. The famine year was followed by three successive bad years in which untimely rains, excessive rains, frost and unfavourable winds had done considerable damage to the country.

5. Under normal circumstances, the people are considered to enjoy a fair amount of material well-being, and no section of the population was in precarious condition from special causes.

6. The rice tracts which, as stated above, cover half of the district, are solely dependent on timely and sufficient rains; and, owing to peculiarity of the soil, they are not well adapted to another kind of irrigation.

7. Beyond a limited number of well-to-do landlords and cultivators who stock grain for their consumption for not more than one year, no section of population, as far as I know, has reserves of money or food for its support in the event of scarcity. The merchants doubtless keep grain stocks merely for trade. The agricultural and labouring classes are too poor to keep such stocks and their population is as large as $\frac{3}{4}$ of the district.

8. In 1877 the distress lasted for about three months only; but in the last famine it extended to more than a year, and the extent of its severity was perhaps unparalleled in the history of the British reign.

9. As to the method of framing estimates of crop failure—extent of distress, poorness of people—by Government authorities, my personal knowledge is limited; but, looking to the successful result of measures adopted by them to combat with the calamity, I can say that the estimates in question were indeed very well conceived and accurately made.

As to the Sufficiency and Economy of the Relief Measures.

10 and 11. The percentage of persons relieved to total population in this district, as shown in the Provincial Report, was 2·28. In the Province, however, it rose to 7·48 per cent., whereas in the districts where the most acute distress prevailed, it rose sometimes as high as 42 per cent. From this it appears that the estimate framed by the Famine Commission is ordinarily the best maximum calculable for famines resulting from partial failures of crops and is liable to be exceeded in cases of districts suffering from complete failure of harvests for successive years.

12. I do not consider that relief was unnecessarily administered in this district. There were few high caste people who preferred to go on relief. The low caste people only, who subsist upon daily labour, were the principal relief recipients.

13. To my knowledge relief was never withheld, but on the other hand was freely given to every soul, who really stood in need of it.

14. The relief arrangements were not defective, as relief reached to all who needed and availed of it; nor were they insufficient, because it was adequate for the object it was intended for and which it accomplished; nor ill-adopted, because it was timeous and did not interfere with any religion or social scruple of any class of people.

15. The mortality during the famine period was a little above the average; the excess is due chiefly, as far as I know, to continued privations suffered by many who were reluctant to accept relief in any form and by many who had lost the essence of their vitality before they came on relief, and could not recover their health in spite of it. I do not consider that any measure of relief could save them.

16. There had been no such changes in the scheme of relief as to cause a large decrease or increase in the number on relief.

17. To my knowledge there had been no such changes in the system which can be connected with the death-rate.

18. To ascertain the extent of necessity and to maintain economy in providing sufficient assistance, no better scheme than self-acting tests can be devised, and this test was fully applied in the late famine.

19. The amount of work required to be done by each labourer on test relief-work was fixed on a scale commensurate with the labourer's power, and the wage was not more than sufficient for the purpose of maintenance.

20. Women and children who were healthy and capable of labour were employed on work.

21. The number of persons relieved otherwise than on work was smaller than the number relieved on works under labour-test, and I consider the anticipations of the Famine Commission to have been fully realised.

22. With regard to the labour-test the task imposed was a full one, taking into consideration the working capacity of each labourer and that wages given were only sufficient for a bare subsistence.

23. There were three test-works opened, one in each subdivision of the district. The workers as a rule resided on them, and for the home-abiding people of the district it was a sufficient test of necessity. Only those who lived in close neighbourhood returned to their homes.

24. The quarter ending February 1897, was the period of maximum pressure when the number of dependants was 3,313 or ·31 per cent. of the total population.

25. As far as I know no test-works were regularly organized in 1877, therefore no comparison is possible.

26. For the reasons given in the preceding paragraph no comparison is possible.

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* The numbers refer to the questions drawn up by the Commission.

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27. In this district gratuitous relief was given through the medium of poor-houses and by means of doles of money to persons in their homes and not by any other means.

28. The gratuitous house-relief was strictly confined to persons who were ascertained to be really in need of it and who belonged to the classes specified in the Code.

29. During the previous famine of 1877 no gratuitous house-relief was given in this district and therefore no comparison is possible. It undoubtedly saved many lives and stopped immigration in many houses and households. I do not think that it has demoralized the people in any way.

30. I am unable to answer this question for want of statistics.

31. Money was advanced for the following purposes by the Government in the late famine :—

1. For purchasing bullocks . .	To tenants.
2. Do. nár môts (rope and buckets).	
3. For grain seeds	
4. For making earthen wells . .	
5. For construction and repair of masonry wells, embankments and tanks.	To landlords.

Suspensions and liberal remissions of land revenue were also allowed. As far as I remember only advances were given in the previous famine. The detailed figures will be available through the medium of the Government servants.

32. Great as the boon of relief has been and huge and benevolent as it was, it would be exaggerating to say that all classes will recover their position in a short time. Beginning with the tenantry, especially those who subsisted upon the land, they have lost their all in the struggle for life for four successive years and have to pay their debt to the village mahajan, their arrears and annual rent to the landlord and their debt to the Government. Most of those who had been reluctant to touch the plough or to do menial labour have put off their scruples and will have considerably to cut off the small allowance of luxuries they were wont to have, for a long time. I do not go to the length of saying that they are permanently injured, but it will take at least five years for them to recover—if further vicissitudes of season spare them. The great landlords, who have resources of their own, will undoubtedly be able to pull on till their tenants are capable of performing their duty towards them ; but the petty landlords, whose subsistence chiefly rested in their small shares, will however be as much in trouble as their tenants, and as in the majority of cases they are now, will turn out ryots, servants, or labourers to a still greater extent. It is the trading class perhaps to whom the famine has done little harm. On the other hand it has done particular good to grain-dealers. Other traders did not make much profit in the famine year, but they, as far as I know, suffered no loss beyond paying high prices for their food. The lower class artisans, however, who lived upon daily wages and labouring classes are expected to recover soon inasmuch they have not much to recover and, having had to live upon charity in famine, have no debts to pay.

33. For what I know, I cannot conceive better measures of relief than are embodied in the Famine Code. The functionaries who are conversant with and experienced in details may suggest some improvements therein ; but, on the whole, I am of opinion that the relief measures should not be confined to famine years only. It has been established by history that visitations of famine occur at least every 20 years in India, in addition to high prices that have, as if it were, laid their permanent hold upon the country. It is therefore absolutely necessary to devise some means to alleviate the condition of the agriculturists. Much as there has been done towards the improvement of the capacity of the land by extension of irrigation, there is still a large room for it ; and as the agriculturists are completely in the hands of village mahajans who often exact their own arbitrary terms with them, and which they are compelled to submit to, it is high time that agricultural banks were opened at convenient distances in the interior of the country.

As to the Arrangements existing for ascertaining the Imminence of Scarcity.

34. The improvement which I can suggest on the existing arrangement is only this, that the landlords and under-proprietors also be called on to report the failure of rainfall and insufficiency of crops to the District Officer (Collector) as soon as they occur in their estates.

35. The revenue village organization is carried on through the Patwaris appointed by the State in these Provinces, and alli nformation as to the cropped area and condition of crop is obtained through them.

36 & 37. The crop returns and reports are supplied by the Patwaris and they may be fairly relied upon, and the dates fixed for their submission seem to be sufficiently early to ascertain any apprehension of distress.

38. From the report which I have gone through, it appears that the relief arrangements were based on the information furnished by these returns.

As to the Extent to which the Prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

39. I hardly need reproduce here the detailed measures of State relief used in the late famine as they have fully been described in paragraphs 27, 29 and 31.

The measures of private relief taken by the landlords were as follows :—

1. Providing necessary clothes to the poor.
2. Construction and repair of wells, bandhs, and tanks other than those constructed under State relief measures.
3. Advances for purchasing bullocks.
4. Do. for Nár Môts.
5. Do. for grain seeds.
6. Gratuitous relief by means of doles of grain and money.

40. As a Taluqdar, Vice-President of District and Municipal Boards, I have had an opportunity of gaining some personal knowledge and experience of the working of such measures.

42 and 43. No orphanage was opened nor was grain distributed. The district not being declared under famine, only test-works were started as a preliminary measure, and when the distress on account of scarcity began to tell heavily on the people, gratuitous relief in poor-houses and in homes was given. It was not necessary to take any other measures. There was no material departure from, or abandonment after trial of, the Code measures.

44 to 49. This district contains two kinds of tracts—the soil of the one being specially suitable for kharif crops, and that of the other for rabi. The kharif-producing plots are mainly dependent on the rains and do not require well irrigation and for such plots it would be proper to advance money for constructing tanks and embankments.

As to rabi tracts advances should be freely given for construction of pucca wells which will prove of permanent benefit and for which there is still considerable room.

Advances of money for construction of earthen wells and for purchasing bullocks, buckets and ropes are especially advantageous when autumn crops fail and serve to afford immediate help to the tenants in the year of famine.

The test-works, I think, should not be opened at an early stage of the distress as it affords relief to the labouring class mainly. They should be started after all the above mentioned measures do not suffice to relieve and agriculturists fail to provide labour for lower classes and not till the kharif crop is proved to be a complete failure. The gratuitous relief should be the last resource of all the measures ; relief by means of advances for constructing pucca wells, bandhs and tanks are the most valuable.

The agricultural condition of the district absolutely needs these improvements, and while affording relief to the labouring class it confers a permanent boon upon the country.

These resources are especially liked by the educated people of the district.

Although the district was not declared 'under famine,' yet all the preliminary requisite measures of relief were taken, and this suppressed the full effect of scarcity in advance and left no room for the operation of other measures.

AS TO RELIEF-WORK.

I.—Extent to which works of public relief may be available as Relief-Works.

50, 51 and 52. May with advantage be answered by Government officers.

53. No metalled roads were constructed on relief-works. Only earthen roads were made which will be indeed of much future use if effectively repaired annually.

54. There is ample room for construction of roads in this district. In fact there is no metalled road in the interior of the district.

55. Where metal quarries are available in the neighbourhood, its collection will afford full employment of relief-labour.

56. No metal was collected in this district.

57. I attach a great importance to construction of tanks in rice tracts—both as a means of supplying labour to distressed people and permanently benefiting the village.

58. May with advantage be answered by Government servants.

59. There were no tanks constructed here by the State; advances were given to landlords for that purpose, and this, I think, is the best way of carrying out this kind of work.

60. The number of works constructed in the district by landlords by the help of Government advances was not very large, and there is ample room for further extension of this kind of work.

61 to 63. There are no impounding reservoirs in this district nor have I any experience of them.

64 to 70. Can with advantage be answered by Government officers only.

II.—As to large and small works and the distance test.

71. The greatest distance at which the distressed inhabitants of a village may be induced to attend relief-work in my opinion is—

(*a*) 4 miles when they return every night to their homes;

(*b*) 20 miles when accommodation is provided on works.

72. I do not think it will be practicable to withhold relief from all able-bodied persons who don't attend on works, for amongst them would be found a considerable number who would, by reason of caste and family scruples, suffer any privations and not go on relief or in poor-house, and this would be defeating the Government policy of the famine-relief.

73. I would strongly recommend conveying relief-labourers to long distances where they can earn better wages, provided that adequate arrangements be made for their return to their homes after the famine, otherwise serious difficulties may occur in emigrating districts to labour employers and landlords.

74 and 75. In this district residence on works was not a rule nor was it a definite condition of relief; those living in the vicinity returned to their homes, others remained on works at will.

76. I do not consider the making of residence obligatory is necessary. Test-works, if opened at above distances with the conditions of task and wage as fixed in the Code, is a sufficient safeguard against profusion.

77. I cannot cite any particular instance, but I know that it is extremely distasteful and sometimes impossible to reside on works for those few who have old and infirm dependants who are unfit to travel and must be left behind without any one to take care of them.

78. It would, I think, be extremely difficult for the State to open so numerous works as to allow the majority of workers to return daily to their homes.

79. As people living at a distance had, as a rule, elected to reside on the works, and only those living in close neighbourhood returned to their homes, there was in this district no necessity to reduce the daily task, the scale of which was common for all able-bodied workers.

80. I have no data to enable me to give the average cost of hutting accommodation per worker.

81 and 82. The works were in full progress at a time when winter had subsided. In very few cases was it necessary to give blankets to workers or dependants. I do not remember of any case in which health was injured by cold or discomfort on works.

83. I had had no experience, but when applied to this district I consider that there will be fewer number of dependants if the works were numerous and small, simply because people will be able to leave their dependants comfortably at home where, most probably, they would be relieved by gratuitous relief.

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III.—Task-work and Piece-work.

84 to 113. I am unfortunately not able to reply to these questions as I have had no occasion to read Mr. Higham's final Notes, nor have I any experience of the task and piece-works as contemplated therein.

IV.—Relations of Civil and Public Works Officers in connection with the management of Relief-works.

114 to 123. These also I am unable to reply to as there were only test-works opened in this district by Public Works Department under the supervision of the District Officers, and some smaller works by the zemindars under the control of the District Officers.

V.—Other details of management.

124 to 127. These are intended for Government officers specially deputed for the purpose.

128. There are no aboriginal hill tribes in this district.

129. May be answered by Government officers only.

130. I am in favour of kitchens for such children as are parentless or as have been abandoned by their parents, with this qualification that if the child is of some known caste, who by custom or caste scruple do not use food cooked by others, they may be given cash or grain doles, arrangement being made for cooking their food in the manner consistent with their custom or caste.

131 and 132. For Government officers only.

VI-A.—Interference with the supply of labour to private employers.

Sections 133 to 139. For Government officers only.

VI-B.—Interference with the supply of labour to private employers.

140. There was no injury caused to any works opened by me, as few men from my estate attended the relief-works.

141. I did not find it necessary to revise or enhance rates on account of opening of works by Government, but I had somewhat increased the wage of my own accord as a measure of relief to people in my estate.

142 and 143. None of my works were interfered with, nor was there any chance of my making a complaint in that respect.

144. There were only few private works in progress at the time and more were wanted; the opening of Government test-works was therefore much needed in order to keep the hands and mouths of distressed men together. Had it not been done, many would have died of sheer starvation.

145. The manner in which the work was executed in this district was, in my opinion, satisfactory.

146. Yes; I do not think that, even if Government had made arrangements for the rate of grain to all labourers on works below the market-rate, I would have been able to supply employment to more than I did. The scope of my work was rather small, and I could not open a large work so as to attract a very large population. But I certainly consider that if a number of wealthy and philanthropic landlords take upon themselves to open relief-works under such encouraging circumstances, there would be a world of good to all concerned, while the Government burden will be comparatively lightened. I fear, however, such men of means and sense are few and far between in the Province, even if Government were to agree so far to interfere with the well-known maxim of free trade.

147. None.

As to Gratuitous Relief.

148. The Provincial Report shows that the number of persons relieved in poor-house and gratuitously at times in the month of February 1897, when great distress prevailed was 1,094 and 4,563 respectively, or ·12 and ·50 per cent of total population.

149 and 150. The recipients of gratuitous relief were mainly friendless old men, women, young children of

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agricultural and labouring classes in rural areas and also men and women who had been by privations so broken down that they were unable to do work of any kind.

151. These men in ordinary years were supplied by their relatives who could earn sufficient wages on agricultural works enabling them to support their dependants, but during famine there was no employment of any kind available. Others subsisted upon their own daily labour.

152. Gratuitous relief was given at times to very old men, women, and young children, and also to some *pardanashin* ladies of higher caste who could not go to any work and were otherwise friendless.

153. Government officers may, with advantage, be required to answer this question.

154. Where there are various private works opened in a district, the number of labourers on test relief-works may possibly be small, but there seems no reason why the number of men on gratuitous relief should diminish accordingly. There are but few such private employers who care to spend more on gratuitous relief than on wages for work done.

155. If the dependants are such that they can, without such inconvenience and risk, move with their relatives on works, it is better to relieve them on works, for there they will have the benefit of being nursed by them; otherwise they must be relieved at their homes.

156. I do not see any reason why an incapable person should suffer for the obstinacy of his relative who declines to go on relief-work; to refuse relief to such men would be defeating the benevolent policy of taking the responsibility of saving the lives of the people where famine prevails.

157. Amongst low castes the gratuitous relief is certainly very popular and would be gladly accepted by capable or incapable alike. But these people are generally poor.

158. The precautions taken in distribution of gratuitous relief were as follows:—

(*a*) When the stress of famine began to tell heavily on the people, pargana officers visited the distressed mauzas, inspected the gratuitous recipients in person by the help of a list made by Patwari, headman or other reliable persons, and revised the list after a careful enquiry on the spot. These, when complete, were sent to the District Officers for approval.

(*b*) In each village a reliable person was appointed distributor of daily doles, for which he was provided with a sum equal to last him ordinarily for a fortnight.

(*c*) Circle officers visited every village at least once, if not more, in a fortnight, and ascertained if any addition or alteration was required in distribution, and to see whether actual and full payments were made to the recipients or not. The pargana officers were always on the move and kept a careful watch on the recipients, over distributors and circle officers, and reviewed the list and recipients wherever they went as necessity occurred.

159. This form of relief necessarily requires more supervising staff than any other.

160. The acceptance of cash and grain doles does not place any caste stigma upon any class; but there are high caste Brahmans and Chhatris and Musalmans who dislike this kind of relief and assign a sort of social disgrace in accepting it.

161. I do not consider that State relief dries up private and village charity. They are few who can afford to give it, and they give it solely as a customary obligation or religious duty which nothing would cast off.

162 and 163. Friendless females could advantageously be employed on needlework and thread-spinning. The assistance to the landowners to undertake the construction of tanks or roads will not, in my opinion, relieve the man really in want of gratuitous relief.

164 and 165. I prefer cash doles to the supply of cooked food from a central kitchen for the following reasons:—

(*a*) The arrangement of distribution will be very tedious.

(*b*) The estimates of the rations to be cooked daily will be difficult to make.

(*c*) That all classes of people will not be able to benefit themselves thereby on account of caste obligations.

(*d*) It would be difficult to secure attendance of all old and infirm, infants and friendless as the recipients will be.

(*e*) It will be too expensive and perhaps will involve waste of food.

166. I certainly consider that it would be difficult if not impracticable to maintain a sufficient number of kitchens so as to be within the reach of all.

167. Gratuitous relief in this district was given in the form of money and I think it preferable from many considerations, although the recipients prefer grain to money.

168. The relief was given in the actual houses of the people and not at a central place in this district.

169. I did not come across or hear of any case of malversation or extortion on the part of distributors or other subordinates.

170. This has been answered under question 158.

171. The greatest contribution towards private gratuitous relief was made by the Indian Famine Charitable Relief Fund, which spent nearly R60,000 over it. Besides this, some of the great Taluqdars of the district and well-to-do landlords supplemented the State relief by distributing food and clothing to the poor and starting private relief-works for the benefit of the sufferers.

As to Poor-houses.

172. The population of poor-houses was particularly large in the months of January and February 1897.

173. The inmates of the poor-houses were chiefly drawn from labouring classes who had become incapable for work by continued privations.

174. Men of higher class and respectability will sooner die than go to poor-house to seek relief.

175. I could not mark any increased reluctance in the famine to accept poor-house relief than in the previous famine.

176. The mortality of the poor-house was in no way higher than in neighbouring villages. A few cases of deaths which occurred in poor-houses were of persons who came in an utterly wretched condition whom no amount of care and treatment could rescue.

177. So far as I remember, there was a comparatively small number of persons in poor-houses who had wandered from other districts and none was from Native States.

178. It appeared from the physical condition of most of the inmates, entering at the time of the poor-house, and their children that the distress must have been very acute and have caused desolation in many houses and of much property.

179. It was a rule to send all inmates of the poor-house who became physically fit to work on to their homes when they could be properly so disposed of.

180. As far as I think the ration allowed in the poor-house was sufficient to preserve life. Milk and mild kinds of grains were allowed to the sick and convalescent.

181. The Rules and Appendices of the Famine Code as to the management of poor-houses are very explicit and detailed and in all respects suitable. I do not think any amendments or improvements are necessary.

182. There is a class of professional beggars other than religious mendicants who would never work for any consideration and who, in many ways and forms, trench upon the charity which should properly go to other really needy persons. For such persons legal powers are necessary to enable the officers to detain them and compel them to work.

183. In this district light work such as sweeping, leapoing, washing, was done in poor-house by the inmates who were capable of doing work. In my opinion there is no objection to their being required to do some light work, such as twisting strings, making ropes, etc., etc.

184. No compulsion was used to detain persons in poor-houses; every inmate could leave when he liked. There were no escapes nor abrupt departures from the poor-houses.

As to Relief-Centres.

185 to 192. There were no relief-centres in this district. Gratuitous relief was distributed to persons at their residence. In my opinion, making of relief-centres at the commencement of measures at a distance of, say, 5 miles from

the distressed place, will be a good test, and as the number of recipients increases and distress intensifies, home distribution should be adopted.

As to relief-Kitchens.

193 to 197. There were no relief-kitchens in this district and therefore I had little experience of them. My opinion as regards their utility as a relief-measure I have expressed while replying to question 164.

198. It is preferable to give money doles to non-working children. I do not think that the object of relieving these souls will be jeopardised by their allowance being entrusted to their parents or relatives. Parents, so long as they get a half-belly full, and that even at intervals, will not see their children starve.

As to Loans to Cultivators and Land-holders.

199. Advances were freely made to landowners and cultivators for land improvement and for seed-grain and cattle, the exact amount of which will be known from Government records.

200. The recipients of advances for land improvements have, to my best knowledge, spent the amount on the employment of labour.

201. Advances for cattle and seed-grain have in fact proved very beneficial to the cultivating class, and these sorts of advances were liberally distributed to the cultivators with due regard to security. More money could, I think, not have been spent without risk.

202. May with advantage be answered by Government officers.

203. No advance were given to the landowners and cultivators for purchase of food in this district.

204 to 206. In my opinion advances for food should not be given till other measures of advances be shown to have not given adequate relief. Even then, it should be given to those who would not go on relief-works and would not accept charitable relief. To give advances for food to those who can accept charitable relief is to prolong their misery and risk the money, part of which could usefully go as charitable relief, and besides such a measure would involve a very large outlay.

207. Both suspensions and remissions of revenue were allowed in this district as a relief measure. The Famine Report shows that the suspensions amounted to 4·19 per cent. and remissions to 12·08 per cent. of the total demand.

208. The law, so far as I know, does not provide for corresponding suspensions and remissions being given in rent to the tenants in case of famine, and I think the Famine Code should provide for it. Measures however are, I hope, in progress for relief of tenants in this respect.

209. This kind of relief will indeed be very beneficial to land-owning and cultivating classes.

210. I hope that suspended revenue will be realised without much severity, should seasons be good and if payment by instalments be allowed.

211. The suspended revenue and rent should certainly be realised in instalments and not at once.

212. I do not advocate that the suspended rent should carry interest.

213. I do not think Government has power in its administrative capacity to direct suspensions of rent in revenue-free estates, and I think it is necessary.

214. Yes; I certainly think in the case of self-cultivating proprietors in temporarily-settled districts, the proper course is to remit the revenue at once when crops fall below 4 annas in the rupee.

215. I can give no exact figures, but from general observations I say that the private indebtedness of landlords and tenants has increased enormously and there should now be not more than 15 per cent. amongst landlords and 5 per cent. amongst tenants who are not in debt.

As to the Use made of Forests.

216 to 219. There is no jungle in this district, no reply can therefore be given for these questions.

As to Orphans.

220. The orphans maintained by the State during the famine should, in my opinion, be made over at the end of famine to trustworthy well-disposed men who have the willingness and means to rear them up. Others may be sent to orphanages, so far as possible, of the community to which they belong.

221. There does not appear to be an obligation upon Government to bear the expenses of orphans while in orphanages, and if care were taken to send different classes of orphans to appropriate orphanages, I think no charge will be demanded by the administrators. I think if the Government will only countenance the movement, it would not be difficult to form a Committee of influential and wealty men to contribute for a fund for the maintenance of orphanages of different communities.

As to Private Charitable Relief as an Auxiliary to State Relief.

222. The objects of the Indian Famine Charitable Fund, as notified in the *Gazette of India*, are in themselves complete and well-conceived. But I would suggest that the maintenance and preservation of the agricultural cattle during the time of famine might well be taken within its scope. Government and the Charitable Fund benevolently did so much for suffering human beings; but this class of being, so essential for agriculture and the public at large starved to death by thousands in the late famine without a helping hand to save them. To improve their breed and number should likewise form part of object IV as it would go a long way towards enabling the tenant to recover his lost status.

223. I do not think any of the four objects trench upon the field of Government relief operations.

224. The Government can be said to be responsible for maintaining the orphans during the time of famine only. So far the object may appear to conflict with the broad principles of the policy, but that, in my opinion, is an almost neligeable quantity.

225. The second object may, I think, stand as it is. If a private person undertakes to maintain persons who otherwise should have got gratuitous relief from Government, I do not think the Government prestige will be lowered in allowing him to do so.

226 & 227. There are three classes of persons coming under Object III—

(1) Those who are too scrupulous to accept any kind of charity in any shape.

(2) Those who consider it a social disgrace to openly accept charity.

(3) Widows, friendless women of respectable families who, by custom, do not appear in public, and children dependent upon them.

For the first class of people it would be well to advance money for food without interest. For the second class advances and charitable relief both, as may appear suitable in particular cases, may be tried. For the third class appropriate monthly allowance should be made.

227. Cheap grain-shops for the use of the above would indeed be beneficial, but such a course will be attended with many difficulties. I prefer giving advances freely where such people may require.

228. It will, I think, interfere with free trade in principle if not directly in practice.

229. No such shops were opened here.

230. The most deserving to be relieved under object IV are the tenants who lost their all in famine and who saved their lives on famine-works, and also those who managed to pull through the famine, but have not the resources to commence a new life. I do not think any class distinction is needed for distributing this relief.

231. I certainly think that it would be of the greatest effect to begin giving this relief just before the commencement of the agricultural season and to those who are likely to break down and not wait till the distress has subsided. But to carry this principle in practice will require great discrimination, and may cause inequality in distribution.

232. I think that the Charity Fund should not be generally applied to tenants in a position to get statutory loans from tenants. There may be amongst them those who are otherwise in better circumstances as well as those who have nothing but their honesty to recommend them and can get sureties. To apply the fund to the former will amount to not applying it to the use for which it is intended.

233. It may with advantage be applied to supplementing the *taqavi* advances to those who are otherwise needy.

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234. It is useful in the way of having infused vigour in a body kept alive by artificial respiration and medical treatment.

235. The relief was distributed in the shape of—

(*a*) Supplementing Government gratuitous relief.

(*b*) Supplying clothing and money to buy clothing to those receiving gratuitous relief from Government.

(*c*) Maintaining orphans.

(*d*) Supplying clothing and money doles to respectable poor.

(*e*) Supplying money to poor cultivators for purchasing cattle and seed-grains.

236. The number of persons relieved were :—

Object	I	7,762
„	II	7
„	III	1,694
„	IV	7,412

237 and 238. The most popular was helping *parda nashin* ladies and widows, and it evoked the greatest gratitude.

239 and 240. It was extremely necessary as well as right to spend the bulk of the fund in helping broken-down tenants, and it did substantial good to the persons helped, and resulted in great economic advantage to the country generally.

241. There are no figures; but a considerable rabi area was sown by the aid from this Fund.

As to Emigrants and Wanderers.

242. The number of starving wanderers found in this district, as far as I know, was very small, and no special arrangement was rendered necessary for their relief. Every officer in charge of a Police-station had some money in his hands for this purpose, and every wanderer that was found was at once sent to the nearest poor-house.

243. There are in this district no jungle people or people who habitually emigrate.

244 to 247. There having been no wanderers or emigrants in this district, I am spared the necessity of replying to these queries.

As to the Mortality during the Famine Period.

248. I have no statistics. The Famine Report, however, shows that the average death per mille in the last decade was 31·69 and in the late famine year 38·63.

249. Of the small increase in death-rates none or very little can be ascribed to direct effect of the famine; but indirect effect of scarcity is responsible for most of it, as far as I think, though it dwindles into nothing considering the immensity of calamity through which the district has passed.

250. This satisfactory state of things is undoubtedly due to successful administration of famine-relief operations.

251. In ordinary dry years the lower death-rate is, as far as I think, due to cessation or infrequency of diseases that follow after the first fall of rains and intensity of weather and comparative purity of water which gets adulterated with impurities carried by rain-water into the sub-stratum in the rainy season. In the famine year, 1896, a far more non-sparing disease—"*the privation and starvation*"—clung to the people all through the year. The comparative freedom from disease for a few months (though they account for the greatest mortality in a year) could not mask the effect of an enduring famine, which no amount of favourable weather could reduce.

252. Cholera did not break out in any epidemic or aggravated form during the famine year in this district. I do not therefore suppose that mortality resulted from shortness of supply of potable water.

253. The dietary of this district is very poor. During famine it became worse. Lower classes had for months to live upon mango-seeds, mahuas and grass-seeds. Cooked grain food was a luxury. A good deal of mortality may fairly be ascribed to this unwholesome and insufficient dietary.

254. The diet supplied to poor-house inmates was sufficient and wholesome. No cooked food was supplied on works.

255. I cannot state the number of deaths directly due to starvation, but they were very few. The number of children abandoned by parents was also not large.

256 and 257. I did not observe one single case of death caused on account of failure to give timely help, nor did I find the State relief-measures defective in principle or practice.

As to the Pressure of Population.

259 to 261. There is no data to reply to these questions, but I have always noticed in the Government Gazettes that there has been continually increase of birth-rate over the death-rate.

262 and 263. I do not attribute increase of population solely to the natural and unrestrained fecundity of the people. Fecundity existed in the Hindu and Mahomedan rules as much as now; Mahomedans freely contracted four marriages (an incident now less frequently found). The Hindus freely enjoyed the license which their religion allowed them for taking many women in marriage, and yet the population is not known to have then reached its present level. It seems to me, therefore, that fecundity is not on the increase, but is rather less; but the real cause is that the death-rate, which counterbalanced the increase in birth-rate, has considerably fallen. The tradition shows that, in the Hindu Rule, the empire was divided into petty estates, and we had nearly in every 50 years a "Bharath" in which the warlike instincts of the people found vent in fighting with each other. In every 12 years and 6 years, we had a "Kumbh" and "Kumbhi" in which death resulted in many forms. In the Mahomedan Rule, with constant fights and persecutions, there was never a time of peace, and the angel of death always vied with the angel of birth. In the British Rule, unnatural deaths are almost unknown; the population must of necessity increase. Again there are now in India a large contingent of foreign people hitherto unknown in Indian History, and to these causes must be added the welcome reforms in suppression of infanticide, "Sati," epidemics and crime, in sanitary improvements and in introduction of a humane penal law.

264 and 265. There can be no doubt that the cultivated area has considerably increased and that means of irrigation and improvement of land have also a good deal enhanced. But all these are not and cannot be sufficient to meet the wants of the increased population in the same scale as before. The cultivated area has nearly reached its limit, and what is reclaimed is taken from unpromising soil. It is a belief amongst natives that extensive cultivation reduces the producing power of the land. Improvements in irrigation, manure and soil may make up this loss of power, yet the increase in cultivation must stop somewhere, whereas that in population must go on. These growing elements have and are gradually rendering the land incapable to meet sufficiently the wants of the population on account of which the food-stocks must become less, the demands must increase and the prices must naturally rise.

266. I do not consider that the wages of labouring classes have increased as rapidly as the prices of food.

267. Ordinarily, increase in population must bring decline in the wages of the working class. When prices rise, the working classes would demand higher wages if they have the holding power (*i. e.*, food-stocks) sufficient not only to enable them to enforce higher demands, but also to meet the wants of their own increasing number. If they have not this power, they would not demand more and their wage must remain stationary or would increase only so much as external pressure of work on the employer may bring about. It follows therefore that increase in population and rise in prices, unaccompanied by a corresponding rise in wages of the working class, who cover the major part of the population, indicates diminished stock of food in the country or that the food-stock, if it exists at all, is very unfairly distributed or closed up so as not to be within the reach of all. In this state of things scarcity would surely intensify into actual famine under conditions of dearer food and greater number of people earning low wages.

268. Under the present state of the progress of things, notwithstanding all advantages of irrigation and improvements, there should come a time when the soil will be quite unable to support all its children.

269 to 271. I do not quite take an alarmist's view that India is at the present moment unable to meet the wants of its population. There is yet ample room in improvement of agriculture, which would partly ward off the crisis for a long time. The people are yet highly conservative in their ideas of home and religion, and the time perhaps is not yet come when emigration to an extended scale can be safely attempted. As education and culture increases, people will be easily amenable to self-restraint and emigration. As a

preliminary measure contingents of the native army with increased salaries should be more frequently drafted to other British colonies on duty and there kindly treated and allowed to return home after a certain period so as to encourage others and lessen their scruples.

272. So far as I know it is only in canal-irrigated tracts that *malaria* is found to germinate. Well and tank irrigation has not, I think, been so complained of; the former cannot reduce the fecundity of the whole population. Even in canal-irrigated tracts experts would devise means to exterminate the germs. To let this malaria involuntarily establish an equilibrium between death and birth would not be a thing to be desired.

As to the Ordinary Food of the People.

273. The food-grains of well-to-do labourers and artisans of this district are as follows:—

In summer.—Barley, gram and peas, or all three mixed in the shape of bread, and arhar or peas in the shape of dhal or currie.

In winter.—Juar and bajra for bread; arhar for dhal.

274. One full meal in the evening. Parched gram in the day. Bread and dhal and vegetables are eatables and only water constitutes the drinkable. Milk and wine are luxuries.

275. When the above grains are not available, makra, sawan and kakun are the alternatives; and when even these fail, mahuas and mango-seeds are used in the shape of bread or with parched grain.

276. Mahua mixed with other grain is considered more palatable.

277. I know of none.

278 and 279. In poor-house wheat, barley, gram and arhar were used and the inmates were allowed full meals twice a day.

280. There were no complaints.

281. I am not aware of the prison dietary.

As to Food-stocks and Prices.

282. The country having suffered from three successive bad years, the food-stock of the country had certainly much diminished, but that there was still a good deal of surplus during the famine cannot be denied. The frequent transit of grain from one place to another on the one hand and not infrequent undue speculation on the part of traders and holding up for high profits were, to a certain extent, also answerable for the great rise.

283. Taking normal years into consideration, the prices of grain that are usually exported have risen by nearly 50 per cent. within the last 20 years, though there is not so much increase in other grains as would appear from the following table:—

	1872.			1892.		
	Mds.	sr.	ch.	Mds.	sr	ch.
Rice	0	18	0	0	13	12
Wheat	0	21	8	0	14	3
Barley	0	30	4	0	21	8
Juar and bajra	0	25	4	0	23	0
				(not exported.)		
Gram and peas	0	22	4	0	18	4
				(not much exported.)		

This would show that depreciation of the rupee had its share in the rise of prices. I don't think there is now any prospect of prices ever falling at rates less than those given for 1892, and therefore consider the rise permanent.

284. The grain-dealers were more than usually active in grain trade during the famine.

285. The district being without a railway and having few roads in a good many villages which were remote from central marts and town markets the prices were slightly higher than market-rates.

286. People on relief-works always bought their grain at market-rates.

287. So far as I am aware there were no exports from this district.

288. Professional grain-dealers, such as banias and mahajans, made enormous profits during the famine, mostly by speculation, in the following manner:—Suppose on arrival of a cart of imported grain a local grain-dealer purchased the whole lot from the importer at a certain rate. Before unloading, however, another dealer purchased from the first at a little higher rate, but only to retransfer it to a third dealer at a still higher rate. In this manner transfers continued on till, when the cart was actually unloaded, the price of the grain had risen a good deal in, say, two hours before it was physically purchased. This practice was almost of usual occurrence. *Raja Partab Bahodur Singh.*

289. I think that nearly all the grain pits and godowns of grain-dealers, few as they are, had been opened and depleted at the close of the famine.

290 and 291. There are very few landowners and large cultivators who had surplus stocks of food-grain, and these they had kept for their own use. I have not noticed any who sold it to grain-dealers.

292. As far as I am aware, there is little wholesale dealing practised in this district.

293 and 294. The village grain-dealer does not ordinarily store more grain than is necessary for carrying on his dealings with the tenant and for his own consumption and sells off his surplus to central grain-dealers. The landlord does not cultivate more than is necessary for his own use; the remaining available land he disposes of on cash rents, and therefore he seldom takes to storing the grain. The tenant ordinarily is obliged immediately to sell his produce to pay off his rent to his landlord and debt to his mahajans. The large cultivators even do not store more than they require for their own consumption, there being a growing tendency all round to convert the grain into cash. All the disposable grain thus finds its way into the hands of the central grain-dealer, who exports it by railway and road to seaports and to different parts of the country. There are also some local grain-dealers of course who store grain and retain sufficient to carry on grain trade within the district. From this it will be seen that the habit of storing grain has considerably diminished in the people, and has been lost sight of in the activity of trade. There is, however, sufficient private trade agency in the district to import freely in case of failure of crops.

295 and 296. The labouring classes mostly asked for relief and were relieved. Other classes were sparingly represented among recipients.

297. Both the non-agricultural and agricultural employments fell off.

298. The wages of any class of labourers, artizans, and servants did not go up on account of high prices because they had not the holding power necessary to enforce higher wages.

299. The competition of foreign goods and of goods produced by Indian mills is said to have seriously reduced the purchasing power of the skilled class of native artizans such as weavers, blacksmiths and carpenters, and many of them have left their profession and turned labourers or servants.

300. The comparative paucity of panic in the country and almost total stoppage of emigration and home abandonment in the late famine are good evidences of increased power of resistance in the people; but when side by side with it are taken into consideration the extensive measures of relief adopted to combat with the calamity and the huge machinery of trade at work for carrying food-grains from one place to another facilitated by extended means of communication, the power of resistance in the people themselves does not appear to be materially very great.

301. There appeared to be no general reluctance to go to poor-house or to relief-works among lower classes.

302. Those who possessed jewellery, brass pots and cattle, did not go to poor-house or relief till they had disposed of them in supporting themselves. Fall in the value of silver was no consideration to them.

303. In a country like India, where the bulk of food-stock is in the hands of traders and where the reins of prices are also in their hands, it is unlikely that they will accept any terms which would have a chance of curtailing their power, and inducing them to any terms would amount to an interference in private trade.

304. No merchant in this district imported rice direct from Burma; a good deal of Burma rice, however, was imported by second-hand trade from Allahabad.

305. As far as I know, stocks of food-grain such as rice, wheat, maize, juar, barley, peas, and oats can be imported from Europe, China, Japan, America, Australia and New Zealand, etc. I do not think it would ordinarily be advantageous and politic for Government to import large quantities of grain from the above countries to supply the poor-house and relief-works—(1) because such a measure would probably not bring about much pecuniary gain, while the risk of transit would be comparatively large; (2) because the arrangement for its protection and transport from one place to another and from work to work will be almost unwieldy; (3) because it will, in principle, interfere with private trade.

Written statements of evidence by voluntary witnesses, N. W. P. and Oudh, not examined by the Commission.

Written statement of evidence by the REVD. MR. J. CRAWFORD, *Meerut, dated 3rd March 1898.*

Revd. Mr. J. Crawford.

My experience of famine dates back twenty years or more. From 1876 to 1878, I was Acting Colonial Chaplain at Galle in Ceylon. There we had famine. The Sinhalese towns-people and villagers were in great want of food, and Tamil coolies came down from Morawa Korle with limbs like thin sticks. The circumstances were brought before me, because when the Government Agent was absent from the Friend in Need Society, I acted as Chairman. We increased our subscriptions and Government gave us substantial aid. At first we gave away rice. It was impossible to meet the demands. Thereupon I suggested that we should sell rice to those in need at the ordinary market value. This plan enabled us to arrange for a supply of food. The difficulties in the way of importing rice, the staple food of the people, were very great. One merchant was practically ruined by the fall in price of rice which he had bought at a high rate in the Continent of Asia.

On my return from furlough in the end of 1896, there was scarcity in this district and food for the million was dear. Even on my way up from Calcutta, I did not see sights like those which presented themselves to the eye of a traveller at Galle, 20 years ago. In Delhi, so far as my local observations reached, indications of famine were wanting. Some Christians of my own denomination came to me from other places pleading poverty. The impression which I got was that the mendicant class was better off than at ordinary times. The Commissioner of the day pressed me for my opinion, so that I am not speaking from a hazy recollection when I say that there was not any hardship visible at Meerut, beyond the difficulty felt by all classes in making ends meet.

It is needful to call attention to the disposal of orphan girls. A letter appeared in *The Christian* of March 25th, 1897, showing that fifty-five orphan girls had been sent to the American Methodists at Bareilly, a military station, twenty to them at Cawnpore, another military station, and fifty to Aligarh, the site of a rest camp, where soldiers are even more restless and open to temptation than they are in garrison. There would be far less ground for objection if the American Methodist Episcopal appointments were always made with due regard to character. Among what seem to us immoral appointments was the admission, in the face of a protest before two witnesses, of a teacher dismissed by another mission for undoubted incest, — adultery with his living wife's sister, a girl of twelve or thirteen. The existence of these "weak or unworthy native preachers" is admitted in a letter in *The Christian*, November 25th of 1897. Contact with these "weak and unworthy native preachers" does not raise the moral tone of soldiers, to whom the Christian calling would otherwise be strength and worth. With this experience, girls have been taken to military stations and a large rest camp.

Appendix I.—"The Christian," November 25th, 1897, Missionary Possibilities by Bishop J. M. Thoburn.—"I wish first of all to say in all frankness that in not a few instances we have met with humiliating failure. In some cases a hundred or more have been known to DENY THEIR BAPTISM * within a week of receiving it. In other cases weak or unworthy native preachers have baptised large numbers without proper scrutiny, and have afterwards failed to make any adequate provision for their instruction. Some of these failures have caused us intense grief and mortification, and yet after eight years' experience of this work I do not hesitate to say that the total result has been, if not satisfactory, yet the best I have known in India. In other words, if India is to be Christianised we must all make up our minds that sooner or later the people will be around us by the ten thousand, asking to show them how to begin the Christian life. When that day comes, in spite of all our best efforts, many things will happen which would now shock our IDEAS OF CHRISTIAN PROPRIETY * in general, and of the observances of Christian worship especially."

II.—Theodore Parker.—"All the popular vices are sure to have the churches on their side." "The American churches launch their feeble thunders in defence of every popular wickedness." "(The A. M. E. is an *American* body. Episcopal, Presbyterian, Wesleyan and other churches in his day were largely European.)

American Authorities.

III.—Century Magazine, August 1888, page 622.—"But almost every village has.....too many ministers for good morals."

IV.—Ex-President Harrison.—"But we are a dull people as to internal assaults upon the integrity and purity of public administrations."

Written statement of evidence by RAI NIHAL CHAND BAHADUR, *Honorary Secretary, Zamindar Association, Muzaffarnagar, dated 21st March 1898.*

Rai Nihal Chand Bahadur.

I have the honour to submit the following memorial on behalf of the Zemindar Association, Muzuffarnagar, for the consideration of the Famine Commission.

The exertions of Government to mitigate the evils of famine which raged through the length and breadth of India at one and the same time last year, and the success with which they were crowned, are so conspicuous that they need no further comment. People of all classes are extremely indebted to Government, and they have met with a fresh proof as to how much our benign Government is ready to help us in times of need.

The last but not the least important measure taken by the liberal Government in connection with the famine administration is the appointment of this Indian Famine Commission which is appointed to take advantage of the extensive experience gained in the present famine and to make suggestions to Government for preventing famines in future and for mitigating their evils.

The Famine Commission has invited the public to put before them any information on the subject, and therefore the Association has the honor to put the following suggestions before them for due consideration :—

I. Irrigation from wells.

Irrigation is the only thing that can be relied upon as a safeguard against famine. Canal irrigation is a system which can be utilized where circumstances permit and upon which the Government has already devoted its full attention but it is beyond human power to extend it all over the country. Irrigation from wells seems to be the only safeguard provided by nature against famines. Now it is to be seen whether it would be more advantageous to the people if canal irrigation were to supersede well irrigation. In the opinion of the Association this should not be allowed on the following grounds :—

(1) The lands irrigated from wells are not in any way more benefited by canal irrigation, and therefore the quantity of water used in such lands lying near the mouths of canals can be spared with great advantage for dry lands which lie at a greater distance from the mouths of canals and where water does not reach now.

(2) It is an admitted fact that the climate of a country is corrupted to some extent by the abundance of canal irrigation. If canal irrigation be not permitted in lands which have the advantage of containing good wells, it will check the above evil to some extent as the lands irrigated from wells are not allowed to absorb so much water as the canal irrigated ones do.

(3) Wells, when not used for irrigation, are getting out of repair day by day and therefore cannot be

* The words in capital letters are in *The Christian*.

used even in times of emergency. When the people and the bullocks give up the practice of well irrigation, they cannot take advantage of the existence of a well when they want to do so.

(4) The people of the country use the water of wells for drinking purposes. When the wells are kept in use for irrigation, their water would be always fresh and pure, but when they are not so used the water becomes polluted, foul and unhealthy. As has been done by the Government to improve the quality of potable water in large towns by the introduction of the so expensive system of water works, so will it prove advantageous to the poor village people if their wells are kept in use for irrigation.

(5) It is an admitted fact that the productive power of lands irrigated from canals is decreasing day by day, and the cause is attributed to the fact that canal water is not used so sparingly as it ought to be. The cultivators are so often advised by the Government officers, and different steps are taken by the Canal officers to prevent watering in excess, but to no purpose. However, if people will actually see in practice that a definite quantity of water from the wells yields a better crop than an excessive use of canal water, it will give a good lesson for Canal Irrigation, and the proverb "Example is better than precept" will bring about an effective result.

(6) The last and the most conclusive argument in favour of the above allegation is that the Government has also admitted this theory. When the Deoband Ganges Canal branch was opened, it was made a condition by Government that well irrigated lands will not be allowed canal water, but that order remains a dead-letter as yet. This fact can be ascertained from Government records or the Association can prove it if it is required.

(7) During the present troubles of famine the want of more wells was recognised by the Government officers, and active efforts were made to have more wells sunk, and takavi was advanced for this very purpose, but it was not a task to be accomplished in a day. There should be constant efforts made in this respect.

(8) For the above and other similar reasons it is of great importance that wells should be sunk, repaired and kept in use on as large a scale as possible, and that this has the first claim upon the Famine Insurance Fund.

(9) The people themselves, both Hindus and Mahomedans, consider the sinking of wells a charity of the best kind, and their religious precepts ordain them very strictly on the point. Accordingly they are always bent upon sinking wells for drinking as well as for irrigation purposes, but there are some difficulties and drawbacks in their way as of getting good sinkers and instruments, etc. If the Government be pleased to help them in this respect the Association has no doubt that many more wells can be sunk by the people themselves every year.

(10) It may also be added here that, in a pecuniary point of view, these wells will not only be beneficial to tenants or at the famine time only, but will cause great improvement in rental and land revenue to the benefit of both the landholders and the Government all the years round of plenty and scarcity.

Rai Nihal Chand Bahadur.

II.—Improvement of breed and number of cattle.

The importance of this subject cannot be denied, but the question is, what the Famine Commission has to do with it. The Association beg to point out that even wells and canals are of no use without an active help of bullocks. If a tenant has a good well for irrigation and is possessed of a sufficient number of bullocks, he can feed not only himself, his family, and his bullocks, but can provide food for good many of his neighbours, however keen the famine may be, and therefore this question is most relevant. Everybody knows the importance of this subject, but nothing can be done without the Government help. The Government has done very much in improving the breed of horses to meet the requirements of the Military Department, and it can adopt similar suitable measures to improve the cattle breeding also. It will be mere waste of time of the Commission if we mention in detail why the condition of bullocks is so poor in the country and how it can be improved. These are the things for future consideration. But it should be admitted that it also deserves full attention of the Famine Commission.

III. To sum up, the proposals of the Association are the following:—

1. Suitable measures should be adopted to encourage sinking of wells and to have them repaired and kept in use.

2. Those lands which can be irrigated from wells should not be allowed canal water.

3. Suitable measures, such as starting cattle studs, providing pastures, etc., should be undertaken in order to improve the number and breed of bullocks.

4. As all the above proposals require money, a rule may be laid down that at least one-fourth of the Famine Insurance Fund raised in every District from landholders be devoted to these and similar other purposes.

Written statement of evidence by BABU JADU NATH CHOWDHARIE, *Sub-Registrar, Banda, dated 18th April 1898.*

Babu Jadu Nath Chowdharie.

I have the honour to lay the following suggestions for the favourable consideration of the Famine Commission.

2. As I have nothing further to say, hence I do not think it necessary to appear as a witness before the Commission.

3. I earnestly hope you will be kind enough to favour me with an acknowledgment.

Should any of my suggestions meet with the approval of the Commission, I would consider my labour amply repaid.

4. In the District of Banda there was a departure from the prescriptions of the North-Western Provinces and Oudh Famine Code regarding the increase of scale of rations in poor-houses as shown below:—

Increased ration allowed in Banda.

Articles.	Adult male and female	Children. 1st class, 8 to 14 years.	Children. 2nd class 5 to 8 years.	Children. 3rd class, under 5 years.	
	Ch.	Ch.	Ch.	Ch.	
Rice	4	3	2	1	Morning.
Dál	1	1	1	1	Morning.
Flour	4	3	2	1	Evening.
Vegetable	1	1	1	½	Evening.

5. This increase did some good to the inmates, but still this could not even recoup their strength sufficiently to enable them to work and earn their livelihood.

6. The scale of rations laid down in the Famine Code is, in my humble opinion, insufficient and wanting in some of the important food ingredients.

N.-W. P.

7. The following comparative table will show how the famine ration differs from the prison diet, what allowed for convicts of simple imprisonment and patients of 3rd class in the Jail Hospital:—

Comparative statement showing diets allowed according to Famine Code and that allowed to sick patients of 3rd class in Jail, etc.

Articles.	As per Famine Code. For adult men.	As per Famine Code. For adult women.	As per prison ration. To 3rd class patients in Jail Hospital.	As per prison ration. For prisoners in simple imprisonment.
	Ch.	Ch.	Ch.	Ch.
Gram	...	...	2	...
Rice	...	...	...	...
Wheat	...	...	8	10
Dál	1	1	1	1
Ghee or oil	½	½	4 to 25 men. 1 to 12 men.	¼ to 25 men. 1 to 12 men.
Vegetable, condiments, spices, etc.	½	½	3 grains.	3 grains.
Salt	½	½	150	150
Chillie	...	...	1 No.	1 No.
Goor	..	...	...	...
Flour of the common grain used in the country, or cleaned rice	8	7	...	...

Babu Jadu Nath Chowdharie.

8. The quantity of staple grain is much less than what the non-working prisoners are allowed and even what is allowed to sick patients of 3rd class.

Vegetable, a most important antiscorbutic element of food, are supplied in name only. Moreover, "goor", a heat-producing agent, is absent in the Famine Code, as well as tamarind pulp and *amchur*. (dried green mango fruit), the former mixed up with a little salt and chillie go as to form "chutni," and the latter in the proportion of 70 grains mixed usually with dál, say both once a week, would add much to the taste.

9. From my own experience I have found that when old persons are underfed, not only they lose their strength but also the power of digestion is reduced, and hence the action of the stomach tells on the whole system, and in that case it is doubtful of their ever attaining their normal strength, although they may be supplied with sufficient quantity of food; subsequently young persons may pick up with care and adequate nourishment after a considerable time. Hence the theory of keeping the body and soul together by underfeeding the famine-stricken people in poor-houses as per allowance of rations, *vide* Famine Code, seems to my humble thinking more mischievous, since to aged persons their existence would be almost a curse.

10. During the famine of 1877-78 bread made of 4 chataks of flour with a little salt mixed with it before it was doughed and was given to children under 10 years and two to children up to 15 years old and three in number to all adults; the result was marvellous as noted in the words of General W. Gordon: "small though the cost of the daily rations, including the cost of supervising as per margin appears, yet people, who came famished and with nothing but skin and bones, left the camp stout enough, in the opinion of our medical advisers, to gain their livelihood by labour in the Railway or in the Public Works Department."

	R	a.	p.
Adults	0	0	10½
Children	0	0	5¼

II. To have sufficient check on the entries of the No. III Statement, a register of the specimen form* herewith attached should be kept and abstracted from the entries of the muster rolls (Form A).

2. In this No. III form five columns after column 15 should be added to admit of proper check being made in office as shown in the specimen form C.

3. In column 29, which will be No. 34. All items of expenditure should be supported by vouchers in detail, and the details to be given in the form under column for remarks.

4. Instructions to be given as to how the numbers are to be shown in each form to maintain as far as possible uniformity in accounts and numbers in returns.

5. Forms should be prescribed for poor-houses, village relief both for daily numbers and payments so as to have the uniformity of forms. These should be explicit and exhaustive with explanations so as to enable the office to have a check.

The account system for relief under Civil Officers should be regulated by Civil Account Code. At present there are no prescribed forms and rules for guidance as to how accounts are to be kept.

6. Besides, in all monetary expenditure, *i.e.*, payment in cash, or distribution of clothing, etc., particulars of persons relieved, *i.e.*, their father's name for men, husbands for women, residence, village, pargana and caste to be noted, though these entail lots of work, but the mention of such details would itself be proper check.

7. A muster roll of the specimen attached herewith should be kept on all works (*vide* form B).

III. (*a*) Works that have been executed in the Banda District, being one of those where famine was most acute, are subjoined for comparison—

Total outlay in relieving as shown in the Civil Officer's memorandum		R8,22,524
Number of persons relieved by Public Works Department on relief works		No. 37,508,998
Number of persons relieved by Civil officers in poor-houses	No. 1,329,000	
Number of persons relieved by Civil officers in villages to persons that did not come to work	,, 11,829,600	
		,, 13,158,600

(*b*) Cost of establishment by Civil officers—

On relief-works	R10,000	
On poor-houses	,, 8,000	
		R18,000
Tools and plant	R 1,000	
Erection of huts, houses, and hospitals, etc.	,, 10,000	
Sanitation, clearing wells, say	,, 5,000	
		,, 16,000

The above amount includes R500 expended for medicine.

(*c*) Unpaid agency used by Civil officers—

	No.	No.
Tahsildars	8	
Member of District Board	70	
,, Municipal ,,	30	
Village mukhtiyars or headmen	1,300	
		1,408

(*d*) Work done by Civil officers—

	No.
Old tanks deepened	303
New embankments constructed	10
Majority of relief being gratuitous pucca road constructed	2
Jungle cleared	1
	or about 1 sq. mile.

(*e*) Cost of expenditure per 100 relieved by Civil officers—

	R	a.	p.
Cost of establishment, including tools and plant, on above	0	4	1·61

(*f*) *As per Public Works Department return.*

	R
Outlay in relieving famished people	23,43,393
Work establishment	2,19,075
Tatties and contingencies	2,98,785
	28,61,253
Famine establishment	40,100
	29,01,353
Tools and Plant	1,38,060
	30,39,413

Work done by Public Works Department.

Earthwork		107,868,800
Or length of road 252 miles cost	R	8,79,400
Number of tanks deepened	No.	67
,, new tanks made	,,	6
Earthwork in tanks		110,991,200
Total cost	R	10,06,400
Broken stone for road metal		606,778

	R	a.	p.
(*g*) Cost of expenditure per hundred relieved by Public Works Department	8	1	7·80
Cost of establishment, including tools and plant, by Public Works Department on above	1	13	8·27

IV.—*Saving human life.*

It is certain that Government tried its utmost to save human lives during the famine.

2. In spite there were many deficiencies, which, I believe, were not rectified (not by any wilful neglect but by pressure of circumstances).

For instance, in several places lives of several sick persons were placed in the hands of those who did not understand a whit of medical science and sanitation; the supply of medicines, etc., was below the mark. Under this head it may be said that the number of deaths shown in the official returns appears to be much below what it actually was. The actual number exceeds much more than what the return says. Almost in all places the medical subordinates, as it were not allowed (except in times of cholera) to put in those deaths which occurred in their roads and tanks works in the report. The death from starvation is a myth in the official report.

3. There is a clause in the Famine Code that cooked food or allowance should be supplied from the kitchens to those who are unable to work without being actually sick. Practically there were no kitchens in this district. Something of that name was introduced during the fag end of the famine for the children. These were also much needed in the Central Provinces during 1896, but I hear that later on every camp had a kitchen connected with it, where the weak and emaciated people used to receive cooked food, clothing, etc.

In this district only the children used to get one meal daily in the so-called kitchens when the work was carried out under the intermediate system.

4. It was observed almost in every gang that there were several infirm people (*kamzors*) whose number aided the mates and others much to practise their underhand ways. These could have been fed with advantage in the kitchen for a few days until they grew strong enough to be able to work.

V.—*Succcess as regards relief of distress.*

1. My opinion is that the Government has done much in relieving the distressed and thereby gained the eternal gratitude of the people.

2. I often fathomed the villagers about their opinion of the recent relief works, and found that they were fully satis-

* Not printed.

fied with the endeavours of the Government for relieving them in their dire moments; but at the same time they complained about the pilfery of the lower employers.

3. The Government did all that lay in its power and that human brain could conceive, and all would remember for ever with gratitude its benevolent and kind intentions.

4. The success was gained indeed though not perfect, which was impossible in a famine operation like the recent one.

VI.—*Success regarding economy.*

1. (*a*) In this head Government lacked much, not to say with those extravagancies about tatties, flags, water-carts, etc., etc. Much of them could have been avoided if the suggestions made below had been approved and adopted.

2. The work of inspection or supervision ought to be on more responsible persons than those employed.

3. There need not be so many inspecting or visiting officers.

4. With two or three highly paid, responsible and trustworthy officers much public money might have been saved and more distress might have been relieved.

5. In such works no new men just from school should be employed, since there is a large amount of money transactions which passes through their hands and for which no outturn could be called for.

6. They know full well that after some time their service will be over, so make the best while the sun shines, and were they to be turned out they would have to lose very little at the time. Besides their inexperience is greatly prejudicial to the work itself.

7. Hence pensioned officers fit for work should be employed since they owe their education to the State colleges and schools, served under the State, and now enjoying pension under the State, so the country expects them to labour at this critical period, for which extra allowance to be given, and in all cases with those who are to be in charge of money, old experienced hands already in service to be employed as they will be afraid should anything go wrong, they will have to lose good deal, and their places temporarily filled in by apprentices or outsiders as the latter will have less chance here of doing mischief.

8. Instead of mere *kutcha* roads, etc., deepened name-sake tanks, etc.; the works should be of a more useful and permanent character. Most of the roads and tanks already performed are useless to a great extent. There should be good 1st and 2nd class metalled or muramed roads constructed.

9. *Pucca* wells sunk, which without any hesitation, as far as possible, to all parts of the country, have been found to be the best and surest useful way for irrigation, without detriment to health of the people and soil; besides they increase the productiveness of the soil and do not require great engineering skill in their construction. It was on this principle that both the Hindus and the Mahomedans religiously thought it to be the best charity to sink wells.

10. *Pucca* tank with sufficient depth to retain water throughout the year, dams wherever the nature of ground or hills admit to act as a reservoir to be constructed, as well as projects for canals and railway work, which would serve as reproductive of public utility, and not only unskilled but skilled labour to be utilized and provided for. The work as a matter of course would be cheaply executed and at the end there would be a return to the State, even in some with certain interest.

(*b*) *Contract system* for supply of flour, dál, etc., might be invariably adopted, contractors would leave agents or themselves to wait at each camp, kitchens and hospitals, etc., with fixed rate for certain period.

The officers-in-charge with their immediate superiors are to make an indent on a printed form, duly signed, and then on receipt of the articles the indent would be receipted and on presentation of which the money would be paid by the Head of the Department or officer concerned at the head-quarters.

In fact this should be adopted for all sorts of supply. The rate for any article not being fixed previously, to be passed by the Head of the office as per price current. By this means there would be less chance of swindling than when the purchase is made direct by these inexperienced and irresponsible officers.

(*c*) 1. There was another practice which went to a great extent to fill the pockets of the relief officers. The new comers after morning were not taken into the gang, but were given indiscriminately pice or *sattu* as much as the officer in charge of the camp pleased to sanction. *Babu Jadu Nath Chowdharie.*

2. It would have been certainly better to tell them to go to the kitchens whereat they could have been supplied with one or two meals and enrolled in the gang register in the next morning.

(*d*) What surprised me most on visiting a camp in this district was to see whole hosts of menials and chaprasis putting on badges of various descriptions and highly paid, doing nothing but simply waiting for what orders the officer-in-charge might be pleased to pass. These numbers might have been much lowered without detriment to the work.

(*e*) I would propose that in a district there should be two or three Sub-Divisional officers (Famine), each headed by one Public Works Department Sub-Divisional officer, having under him subordinates requiring to send in their reports, bills, etc., to the Sub-Divisional officer, who only hold direct communication with the Head officer (District Engineer); there should be printed forms in English for every expenditure, etc., in which the subordinate will fill up the items. The bills with countersignature of Sub-Divisional officers are to be passed by the Head officer or rejected if thought extravagant or incorrect.

The Sub-Divisional officer would be also visiting officer of some standing and reputation.

(*f*) Except small works in villages all works should be done by the agency of the Public Works Department.

(9) All these works must be systematically considered beforehand. There should be a proposal of famine relief projects, and on the commencement of scarcity these works to be put in hand according to the necessity.

By which means people will not be allowed to emaciate and suffer beforehand and so less necessity of relief measures. Promptings in getting information at the commencement of actual famine and without losing time to set to work would not only save unnecessary expenditure but prevent mortality to a greater extent.

2. When it has been ascertained that there would be impending famine and scarcity, the first step Government should take through Civil officers, to advance money, through responsible landholders, men of substance and of good reputation on moderate interest payable by instalments within so many years, that might be considered reasonable and convenient at the time, solely for expenditure on works of public utility. Storage of water that would enhance the value of land, as well as by manuring, cutting jungle, digging soil and getting rid of *kans* grass, etc., duly specifying that an adequate work for the sum so advanced would be checked by Government officials, and they would receive further advances on their work. This arrangement would cause the labourers to be employed, while the landlord would improve his land and not grudge to pay back the money with interest, as ultimately he would reap the benefit and Government would be gainer at the end of such improvement without any loss. This will entail supervision for which responsible pensioned officers with some sort of allowance may be called on to work. Rules may be so framed that those landlords who fail to make the best of the advantage so generously offered by Government would not receive further advance and also they would be brought to bad books. This should give a decent sort of stimulus to induce good people to come forward.

3. To be on the safe side regarding expenditure by landlords, specified work with approximate estimate to be agreed upon by landlords for execution, and in case of failure they would have to make good the amount, which should be recovered from the property which would be taken as security for the purpose.

(*h*) It should always be borne in mind as far as possible, works to be so opened in a centre of village group within a radius of 5 or 6 miles that the working classes would be able to join their work in the morning from their homes and return to them in the evening. This will enable them to keep up their homes in order instead of vacating them for a certain time, in some cases for good. There would be no expenses for housing as we see upwards of two lakhs for expenditure on *sirkie tatties* in one district, which had to be burnt or otherwise disposed of after 8 or 10 months; watering, etc., too numerous to detail in a place where families had to be located during day and night, not to say that there would be fear of epidemic breaking out, such as cholera, etc., which generally is attendant on where large number of people collect together, thus there would be less need of medical staff, sanitation, etc., save some usual precautions on such occasions.

Babu Jadu Nath Chowdharie.

(*i*) There is another easy method for meeting the famine with little or no expense. Were Government to take a certain portion, if not the whole, of the revenue in kind instead of coin and store them in each tahsil at harvest time, they will get at the current produce-rate and dispose them. After finding the prospects of the coming season, they would as a rule be under no loss because on this principle the trade transaction is carried on to a greater extent, and thus there would be a sufficient quantity of grain in stock to meet the failure of crop of any season. At such a period Government can sell it with advantage even raising the price a little and making profit, which would pay off, should there be deficiency in the transactions of the ordinary seasons. On the other hand, the vast majority of the actual ryots would be too glad to pay the revenue in kind, which they have to do in every year and at a time of great disadvantage to get their kind changed into coin to meet the Government demand; besides Government will not in the slightest degree interfere with the course of the free trade.

(*j*) There are two cardinal points for consideration during the occasion of scarcity:—

(*a*) The food-supply runs short, hence to meet the demand it is to be imported into the affected parts of the country, and consequently the rates run high.

(*b*) The rates being high the lower strata of people cannot find the value to purchase the same, and consequently they starve. Means, therefore, should be adopted so that they may find value to purchase grains imported.

(*c*) Now let us examine the occurrence of these famines and their intervals:—

There was one in	.	.	.	.	1869
,, ,,	.	.	.	.	1874
,, ,,	.	.	.	.	1877-78
,, ,,	.	.	.	.	1896-97

i.e., from 1869 to 1897, in a period of 29 years, it occurred four times, at an average interval of 7¼ years (minus the affected years). Though in previous famines the whole country was not so much affected as in the recent one, yet to Government it is a matter of grave consideration to meet the monster in such a way that the greatest amount of good may be done to the greatest number of people with as little cost as possible, so with the combined efforts of (*i* and *j*) above sub-heads, Government could effectively cope the difficulty with as little or no cost and no trouble. Besides when the people are once initiated into the system they will as a matter cordially come forward to help the efforts of Government, and virtually there will be no need of extra amount since the food-supply will be at hand and the country would never feel the want of food when there will be a storage provided for at hand as well as works providing means of earning money.

(*k*) Last of all it is not only a want of supply of food but of money too (to meet the demand) that causes the populace to suffer.

Were Government to store food at the time on their account and sell to the people at the normal rates or even raising it a little and open works through contractors, the people in general will not feel so very much. At the end there will be a loss between the cost price and that of the sale; this difference may be put down as loss, but it will save a good deal of long rigmarole trouble to Government; there will be no starvation in the country, and the total loss in my opinion will not be in that case greater than that now incurred by the Government with such anxieties. The question then will be whence to meet the deficit. In that case the same course to be adopted as now, plus with little remission as required in the revenue where absolutely people are unable to pay. The greatest gain will be that no one will feel to the slightest degree scarcity, and in the ordinary course of avocation of life it will roll on as easily as it does in normal times.

(*l*) Before conclusion it may be laid, for due consideration, being of great importance, that Government may kindly adopt measures for the improvement of the general condition of the agriculturists, who form about four-fifths of the total population of the country, by developing the resources of the land for the use of the people.

First of all, the way to be found out to reduce the land assessment, in such a manner that it may be to sole advantage of the actual cultivators, wherever necessary, so that sufficient margin may be left for their necessary requirements.

It is said that Government assessment is carried on the same principle of preparation as under the former native régime. But when we come to examine the *modus operandi* of the two, we see a wide difference as to the result.

Under the Native Raj almost the assessment was on the produce which was generally fixed on verbal estimate, while at the present time these are worked on scientific bases, so no possible loop-hole is left to the cultivators' side.

Barring those who enjoy the benefit of the permanent settlement it is thought all other cultivators generally lead a hard life in good harvest times, not to say of their sufferings during famine.

Opportunities of forming an opinion on Famine and Famine Relief Operation.

1. During the famine of 1869 while in service, collected certain sum and expended on feeding famished people at Murar, Gwalior.

2. During the famine of 1877-78:—

(*a*) Raised R30,000 on loan to purchase grain and sold at cost price for the good of the community at Murar, Gwalior, while in service.

(*b*) Took leading part and received thanks of the sub-committees in a movement under the auspices of General W. Gordon, Commanding at Murar, for the relief of the famine-stricken people in the neighbourhood of that station.

3. During the famine of 1897-98:—

(*a*) Had opportunities to see famished people in the Central Provinces.

(*b*) Had opportunities to observe in this part of the country about the rations issued to the inmates of poor-houses.

(*c*) Visited several relief works, and observed operations and *modus operandi* thereon.

(*d*) Represented certain points and suggestions regarding the famine relief before His Honour the Lieutenant-Governor of the North-Western Provinces and Chief Commissioner of Oudh during January 1898.

(*e*) Acted as one of the Secretaries to Indian Charitable Relief Fund at Banda.

Written statement of evidence by MISS M. GRAYFIELD, *Christian's Mission, Mahoba, North-Western Provinces.*

Miss Grayfield.

1st. On the principle that prevention is easier than cure it seems to me most desirable that means be devised for providing additional water-supply, which shall be available for farming purposes.

To this end aid should be given to small landholders to enable them to dig wells in regions where there is an insufficient supply from tanks and other sources.

2nd. In case actual famine again makes necessary the public administration of charitable relief, the interests of humanity might be subserved by inviting the assistance of philanthropically-inclined local residents, native and European; such appointments to be never merely complimentary in recognition of position, either official or social.

3rd. So far as practicable, in my judgment, it is greatly preferable that relief be given in the villages, rather than that a large number of people be collected in one place.

However, when the latter is the only remedy, the effectual separation of the sexes, both young and old is, for obvious reasons, imperative. The fact that in certain cases such separation has been in pretext rather than a reality, has led to the above suggestion.

4th. While perhaps too high praise cannot be accorded to certain native gentlemen, who, in the recent time of distress have come to the aid of Government, still the fact remains that the poor have not always received all the help provided for them.

Until the higher motive shall have entered in, could not some system of rewards be adopted to make it plain that better than the peculations, which deprive the starving of their pitiful dole, is the faithful administration of such a trust.

QUESTIONS DRAWN UP BY THE COMMISSION FOR THE GUIDANCE OF WITNESSES.

As to the extent and severity of the distress.

1. In your province / district what was the area affected and its population?

2. To what was the distress due? To local failure of the rains and of the harvests, or to abnormally high prices, or both?

3. (*a*) Describe the extent to which the rains and the harvests dependent on them failed, as compared with the normal state of things.

(*b*) Were prices of food-grains much higher than in other years? Were they as high as, or higher than, those experienced in past famines?

4. Up to the time of the failure of the rains, what had been the condition of the affected area? Had preceding seasons been favourable or the reverse?

5. Under normal circumstances may the population of the affected area be considered to enjoy a fair measure of material well-being? Is there any section of the population in it which from special causes is ordinarily in an unsatisfactory and precarious condition? Is it relatively large?

6. Is the agriculture of the affected area specially dependent on timely and sufficient rain, owing to any peculiarities of soil, crops, absence of facilities for irrigation, or the like?

7. To what extent has the population of the affected area reserves of money or food for its support in the event of failure of one or more consecutive harvests? What sections of the population have not such reserves, and what proportion of the total population of the affected area is so situated?

8. How does the late distress compare in respect of its extent and severity with that experienced in any other famine of recent years in the same locality?

9. Is there any reason to suppose that the extent of crop failure, or the degree of distress, or the absence of resources on the part of the people, was under-estimated or over-estimated on the present occasion at any point of time? If this was the case, did it affect the character or amount of relief provided?

As to the sufficiency and economy of the relief measures.

10. The Famine Commission of 1879 appear to have held the opinion that the number of persons on relief in the worst months of a famine ought not to exceed 15 per cent. of the population of the affected tract (paragraph 75). Does this standard coincide with your experience? Is it liable to be exceeded in particular tracts, while being a fairly correct standard of relief as applied to the whole of the affected area in a province, some portions of which would be less distressed than others?

11. How do the relief figures of your province / district in the late famine compare with the standard of the Famine Commission? If there are cases in which the standard was largely departed from, can you account for them?

12. Having regard to what you consider to be a fair standard of relief under given conditions, do you think that in any part of your province / district the proportion of the total population relieved was larger than was necessary to prevent loss of life or severe suffering? Were persons relieved who were not really in need of relief? And, if so, to what do you attribute this?

13. On the other hand, were there any cases in which a larger proportion of the population might have been relieved consistently with the object of saving life and preventing great suffering? If so, what was the reason? Was it due to the attitude of the people themselves, or to defective or insufficient or ill-adapted relief arrangements?

14. If the relief arrangements were defective, insufficient or ill-adapted in any cases, was the cause of this circumstance avoidable or not?

15. Judged by the mortality of the famine period, has the relief given been successful in its object? If the mortality has been in excess of the normal, is there reason to think that this might have been prevented by more extensive or more timely relief measures?

16. Were any changes made at any point of time in the scheme of relief which was followed by a large decrease or increase in the numbers on relief? Do you consider that such increase or decrease was a direct or indirect result of such changes, and that they had the effect of excluding from relief persons really in need, or of bringing on to relief persons who did not really require relief?

17. Can any connection between such changes of system and the death-rate be traced?

18. The Famine Commission (paragraph 111) considered that the best safeguard against profusion on the one hand and insufficient assistance on the other was to be found in prescribing self-acting tests by which necessity may be proved. Do you consider that this principle has been observed to the fullest practicable extent in the late famine so far as your experience goes?

19. The chief test was held by the Commission (paragraph 111) to be the exaction of labour from all those from whom labour can reasonably be required, the labour being in each case commensurate with the labourer's powers, and the wage not being more than sufficient for the purpose of maintenance. In the late famine, were all persons who could do a reasonable amount of work required to work as a condition of receiving relief?

20. The phrase "who can do a reasonable amount of work" was intended by the Famine Commission (paragraphs 133 and 146) to include women and children, so far as they are healthy and capable of labour. Have these classes of persons been subjected to the labour test in your province?

21. The Famine Commission (paragraph 111) considered that, if this principle be observed, the numbers of destitute persons to whom the test of labour could not be applied would be "comparatively small." What has been your experience in the late famine as to the numbers of persons relieved, otherwise than through the operation of a labour test, in comparison with (1) the total population of the affected tract; (2) the numbers relieved on works. Have they been comparatively small? If not, what is the explanation?

22. With regard to the labour-test, have the conditions of the task and the wage been such as to constitute a stringent test of necessity? Has the task been a full one, considered with reference to the working capacity of each person? Has the wage been more than a bare subsistence wage, regard being had to the fact that it was open to the several members of a family to obtain separate relief.

23. The Famine Commission (paragraphs 128 and 146), while objecting to a "distance test," as a condition precedent to a person being received on a relief work, considered that one large work in each sub-division would prove sufficient, and that most of the workers would find it necessary to reside on the work. Have the relief works been more numerous than this, and have the workers as a rule resided on them or not? Is residence upon a relief work disliked by the people, and does it constitute an effective and a fair test of necessity?

24. Can you give statistics showing the highest percentages on the total population of persons relieved on works

("dependants" being excluded) attained in the period or periods of maximum pressure?

25. How do these percentages compare with those attained in previous famines? If they are considerably higher, what is the explanation?

26. It has been alleged that in the present famine the people have resorted to relief works with greater eagerness and at an earlier stage of distress than in previous famines. Is this your experience, and if so, do you consider this due to the greater liberality of the terms of relief as compared with those in force in former famines, or can you assign any other reason?

27. Was "gratuitous relief" mainly given through the medium of poor-houses in which residence is a condition of relief, or in the form of cooked food in kitchens where residence was not a condition of relief, or by means of doles of grain or of money to persons in their homes?

28. The Famine Commission (paragraph 140) recognised that the "village system," or the grant of relief in the homes of the people, involved "the risk of a too free grant of relief." Do you consider that the risk was effectually prevented, and that gratuitous home relief was strictly confined to persons who were in real want and who belonged to the classes specified in your Code?

29. Has gratuitous home relief been given more largely and at an earlier date in this than in any former scarcity? If so, give the reason and say whether the change has been beneficial. Has it saved lives and kept villages and households together? On the other hand, has it in any way demoralised the people, by making them more ready to accept charity, or by weakening the moral obligation of mutual assistance?

30. State the gross cost of direct famine relief in your $\frac{\text{province}}{\text{district}}$. State the number of persons relieved (in terms of units of one day's relief), and the cost of relief per unit. Compare the cost with the cost of relief in previous famines. Having regard to the comparative severity of the late distress, has relief been economically administered on the present occasion?

31. What indirect relief, in the form of loans or suspensions and remissions of land revenue, has been given? Can you say how the amount of such relief compares with similar relief given in former famines?

32. What is the net result of the famine, alleviated as it has been by relief measures, on the economic condition of the population of the $\frac{\text{province}}{\text{district}}$, distinguishing between the land-owning class, the cultivating non-proprietary class, the agricultural labourers, and the trading and artizan classes? Have these classes respectively been permanently injured, or will they speedily recover their former position?

33. Is there any important matter in which the scheme of relief-measures prescribed by the Code is seriously defective, or fails to meet the requirements of a particular class or particular classes of the community.

As to the arrangements existing for ascertaining the imminence of scarcity.

34. Do you consider that the arrangements existing in your province for ascertaining and reporting failure of rainfall and crops are sufficient? Can you suggest any improvement on them?

35. If no revenue village organisation, such as patwaris, is maintained by the State in your province, how is information as to the cropped area and the condition of the crops ascertained?

36. Can the crop-returns be relied on as regards (1) the area and kinds of crops actually sown: (2) the extent to which sowings have failed: (3) the condition of the crops?

37. Are the returns obtained within a sufficiently early date after the crops have been sown to be a guide, when distress is apprehended, to the extent of the apprehended distress?

38. In the late famine were the relief arrangements of each district largely based on the agricultural information given by these returns?

As to the extent to which the prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

39. Please describe each different measure of State relief used during the late famine or scarcity in your (province, district or charge, according to the grade or status of the witness). What measures of private relief were also in operation?

40. What opportunities did you have of gaining a practical knowledge or experience of the working of these measures?

41. Which, if any, of these measures were not Code measures, *i.e.*, not authorised by the Local Famine Code as it stood before the famine began?

42. Were any of the Code measures not used in the late famine, or abandoned after trial?

43. In working Code measures of relief, what material departures were made in practice from the detailed provisions provided for such measures in the local Code? Please to answer this separately for each measure, and explain the reasons for the departures, and give your opinion as to their sufficiency.

44. State the comparative advantages and disadvantages of each measure you have seen used (A) primarily with regard to relief of distress and saving of human life, (B) secondarily, with regard to economy.

45. Can you suggest any improvement of the measures you have seen used, or any other measures which you think ought to have been used; or which ought to be tried in the case of future famines or scarcities?

46. State the particular combination of measures which you would recommend, with regard to both the considerations mentioned in the penultimate question for the tract liable to famine which you know best.

47. If you know any other tract or tracts liable to famine for which some other combination would be better, please describe those tracts, and the combinations you have in mind.

48. Which measures were most approved by the general opinion (A) of the different classes in distress; (B) of the intelligent natives not themselves in need of relief?

49. Have you any other criticisms to express on the measures of relief used in the recent famine; or any other recommendations or opinions to advance which you think may prove useful in the case of future famines?

As to relief works.

I.—Extent to which works of public utility may be available as relief works.

* 50. State the number of relief works charges under the Public Works Department and Civil officers, respectively, at the time when attendance on relief works was a maximum, under each of the following classes:—

(*a*) Roads.
(*b*) Village tanks.
(*c*) Impounding reservoirs.
(*d*) Canals.
(*e*) Railways or tramroads.
(*f*) Miscellaneous works.

* 51. What was the total length in miles of new roads constructed as famine relief works—

(i) unmetalled,
(ii) metalled.

52. What do you estimate as the average number of day units of labour that can be employed per mile of each class of road, the work in the case of (ii) including the collection and consolidation of metalling, and collection of a reserve supply for five years?

53. Do you think that all the roads constructed as relief works will be of permanent service to the community, and that they will be effectively maintained in future, or that they will probably be abandoned as soon as they fall into disrepair?

54. If the roads now constructed are all regularly maintained, do you consider that there will still be room for new

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NOTE.—Questions marked with an asterisk (*) may be answered by one officer specially deputed for the purpose, or, if the Local Government prefers, the information may be given in the final famine report of the Province.

roads, should it be necessary a few years hence to open relief works; and if so, what length of new roads could be proposed in the districts principally affected in the late famine?

55. What is your opinion of the value of metal collection as a means of employment of relief labour?

56. Has metal been collected for existing or projected roads in the late famine in excess of probable requirements for the next five or ten years?

57. What is your opinion of the value of village tanks as a form of relief work—

(i) as a means of employment of relief labour;

(ii) as a means of permanently benefiting the villages in which they are constructed?

* 58. What is the total number of village tanks that have been excavated or deepened or enlarged as relief works under Public Works and Civil agency, and the approximate number of day units employed?

59. What was the average number of workers for whom employment could daily be provided in a satisfactory way on an ordinary village tank? Can you make any suggestion for securing strict supervision over small and necessarily scattered tank works, or for preventing the whole population of the village from applying for work on the tank because it is at their doors?

60. Has the number of possible village tanks been exhausted by the recent famine works, or can we rely upon again being able to employ large numbers on such works on the recurrence of famine, say within 20 years?

61. In what districts have impounding reservoirs been constructed?

62. Can such works in these districts be regarded as in any way a protection against famine, or as increasing the powers of resistance against famine of the community for whose benefit they are constructed?

63. Is there a prospect that many impounding reservoirs could be advantageously constructed in these districts as relief works in future famines, if projects were deliberately investigated beforehand, and on the assumption that the cost of their construction must in any case be expended in some form or another, for the purpose of relieving distress?

* 64. What irrigation works, other than impounding reservoirs, have been constructed as relief works during the late famine, and what has been the approximate expenditure incurred on them as relief works?

* 65. What expenditure will be required on them, on sub-heads of construction (such as land, masonry works, etc.), that are of little use for purposes of relief works, before the works can be completed and made available for irrigation?

* 66. What is the area that these works may be expected to irrigate usually in ordinary years, and will the area that may be anticipated in years of drought be greater or less than may be expected in ordinary years?

If any such works were constructed in former famines, have the anticipations of their utility been fulfilled?

67. Do you know of any irrigation projects that can be usefully investigated with the object of providing employment for relief labour in future famines, and with the prospect that the cost of maintenance will be covered by an increase in the revenue that may be attributable, either directly or indirectly, to the works proposed?

* 68. Under what arrangements with the Railway administration interested have feeder railways or tramways been undertaken as relief works?

* 69. Generally, do you think it would be possible, after careful investigation by competent officers, to prepare a programme of large and useful public works that might be put in hand in future famines in preference to petty works, such as have been carried out during the recent famine, the conditions being—

(*a*) That much of the expenditure on such portions of the work as can be carried out by relief labour will have to be incurred in any case for the purpose of affording adequate relief to the distressed population, and that, if not incurred on the works proposed, will be incurred on others of a less useful character.

(*b*) That the cost of future maintenance of the work will either be covered by the gross revenue that may be expected from it, or, if the work will not produce revenue, will not be out of proportion to the public benefits anticipated from its construction, or beyond the means of the authority that will be responsible for such maintenance.

(*c*) That the completion of the work will not involve an expenditure on materials or other items out of all proportion to the expenditure to be incurred on items that can be carried out by relief works, except when the work, as a whole, is likely to prove remunerative, or when its execution sooner or later has been decided on, in the interests of the public, and without reference to the necessity for providing employment for relief labourers.

70. What are the provisions of the Provincial Famine Code regarding the maintenance of a programme in each district of famine relief works, with sanctioned plans and estimates? Has the Code been in practice observed, and were plans and estimates for the works entered in the district programmes ready prepared when distress appeared? If plans and estimates were not ready, what was the reason?

II.—As to large and small works, and the distance test.

71. What, in your opinion, is the greatest distance at which the distressed inhabitants of a village may be induced to attend relief works—

(*a*) when they return every night to their villages;

(*b*) when accommodation is provided on the relief works?

72. Do you think it would be practicable to withhold relief from all fairly able-bodied labourers who refused to attend relief works at the distances stated in reply to the last question?

73. Would you recommend conveying relief labourers long distances of over 100 miles by rail or steamer to any large public works on which there is a strong demand for labour, or in which their labour could be very usefully employed, in preference to employing them near to their own homes on petty works of little use to any one, and the construction of which would never be contemplated, except for the purpose of affording employment for distressed labourers?

74. In the late famine has residence on the works been the rule or the exception?

75. Has residence been made a definite condition of relief or has it incidentally resulted from the small number of relief works open and the distance of them from the homes of the majority of the workers?

76. Are you in favour of making residence obligatory, or of indirectly inducing it by concentrating the works? Have you any evidence that when such a test is not enforced, the relief works attract many persons not actually requiring relief? Do you consider that a high task and low rate of wage are in themselves sufficient tests?

77. Is residence on the works so distasteful to the people that they will undergo extreme privation before they submit to it? Can you point to any instances in which this feeling has prevented relief offered under condition of residence from being effectual? Or any in which it has passed away or become less intense after a short trial?

77A. Within your own observation is the objection to go long distances for work or to reside on relief works so strong in particular localities or with particular tribes or castes as to prevent relief offered under such conditions from being effective?

78. If famine were widespread in the province, would the disposable establishments be large enough to supervise works so numerous and so arranged as to allow the majority of the workers to return daily to their homes?

79. To enable relief workers to come to a relief work daily from homes several miles distant and yet to earn the full famine wage, have reductions for "distance" been made in the task of such persons? Refer the Commission to the rules (if any) on the subject, and explain how they were

NOTE.—Questions marked with an asterisk (*) may be answered by one officer specially deputed for the purpose, or, if the Local Government prefers, the information may be given in the final famine report of the Province.

worked. Were such "reductions" allowed when hutting accommodation was provided on the works? What precautions were possible to prevent distance being overstated, especially in the case of those who did not return to their homes every night, but found shelter in adjacent villages?

80. What was the cost of hutting accommodation per worker?

81. Did the cold and discomfort attendant on residence on the works affect the health of the people?

82. Was it necessary to provide blankets and bedding for the people in consequence of residence being enforced?

83. Is the proportion of "dependants" relieved on the relief works less when works are small and numerous than when they are large and few? How do you account for this?

*III.—Task-work and piece-work.**

84. What was the proportion of labourers employed on task-work and piece-work, respectively, on the relief works under your charge, during the late famine?

85. Are you of opinion that piece-work is suitable for the employment of relief labourers in all cases?

86. If not in all cases, do you think that it is suitable in any? If so, specify the conditions under which you would generally recommend its introduction.

87. Do you consider the objections taken by the Famine Commission (paragraph 133) to piece-work as the predominant form of relief on works are overstated, or can be removed or lessened by administrative expedients? Or that they are on the whole less important than those which in your experience may be urged against task-work?

88. What arrangements would you recommend on works carried out under the piece-work system for labourers who might be too weak or incompetent to earn a subsistence wage at the rates offered, but are nevertheless not sufficiently helpless to be proper recipients of gratuitous relief, either on the works or in their own villages?

89. Would you propose any arrangements limiting the amounts to be earned on piece-work by expert and able-bodied labourers who might be able to execute far higher tasks than those assumed as the basis for the piece-work rates? If so, state what arrangements you would propose.

90. What is the size of the party to which you would make single payments for the work done, *e.g.*, in the case of earthwork how many diggers, with their own complement of carriers, would you put into one gang, or what would be the average number of diggers and carriers together forming a gang, and to whom a single payment should be made?

91. Are you of opinion that if payment for work done is made to the head of such a gang, as is referred to in the previous question, the amount paid will fairly be distributed by him among the members of the gang? Have complaints of unequal or unfair distribution been common when this system has been adopted?

92. Can you give any idea of the reduction that may be made, both in numbers and cost of special establishment, by the substitution of piece-work for task-work?

93. Do you think there would generally be any difficulty in inducing the people to attend works on the piece-work system if works on the task-work system have not been previously opened?

94. What is in your opinion the most convenient system of classifying relief labourers when employed on task-work?

95. What wage would you propose for each class in terms of the grain staple in general consumption by the classes from which labourers are drawn, expressed in *chattaks?*

96. Is it necessary to maintain the alternative system given in the Famine Codes under which wages may be calculated according to the cost of the component parts of a day's ration?

96A. Would you propose a different task and wage for men and women within the same class?

97. How would you classify task and remunerate children—

(i) above 12 years of age,

(ii) below ditto.

98. What do you consider the minimum age at which children should be employed as workers?

99. What penalties would you propose for labourers who fail to perform the task set them, and how would you enforce them?

100. Are the present restrictions as to fining below the minimum wage necessary or expedient?

101. Have considerable bodies of relief workers been on the minimum or D wage for a continuous period? Has it resulted in enfeebled health?

102. Are you in favour of allowing all labourers to earn something in addition to the normal wage proposed in your reply to question 12 on the performance of a task in excess of the normal?

103. Are you in favour of paying a wage on Sundays, or one rest day in seven, and if allowed, what condition as to previous attendance would you propose as entitling to a rest day wage?

104. Do you consider it possible to introduce a standard task for all carriers as suggested in paragraphs 9 and 10 and in Appendix I of Mr. Higham's Report on the Management of Relief Works?

105. Do you think that the formula proposed in Appendix I of Mr. Higham's Report for determining a *reduced level*, in which allowance is made for the initial effort in each trip, for the vertical lift, and for the actual horizontal level is one that may be generally accepted for the purpose of a measure of the work done by carriers. If not, what modification of the formula would you propose?

106. Assuming that the reduced level is calculated as proposed in Mr. Higham's formula, or in any modified form of it that you may prefer, what is the *duty* that you would assign to an ordinary famine carrier, the *duty* being the number of cubic feet carried in a day multiplied by the reduced level in lineal feet, the value suggested by Mr. Higham being 10,000?

107. Do you think it possible to instruct the works establishment ordinarily available on relief works to arrange for the disposition of labour so as to secure, at all times, the best proportion of carriers to diggers, that may be possible under the circumstances; diggers being made to carry when the proportion of carriers is too low, and carriers being as far as possible employed in digging, even with reduced tasks, when carriers are in excess?

108. What is in your opinion the best unit for task work, that is, the size of the party to whom a given task is allotted and all the members of which should be liable to fine if the task is not performed?

109. Do you know anything of what is called the Black-wood system, and do you consider it preferable to ordinary task-work or to piece-work? If so, state your reasons? (For Bengal only.)

110. Have you had any experience in what has been called the modified intermediate system, and if so, do you consider it preferable to task-work under the system laid down in North-Western Provinces Circular No. 18, dated 5th December 1896, or to piece-work in which payment is made to the head of a working party simply with reference to the quantity of work done, and without any reference whatever to the constitution of the party? (North-Western Provinces only.)

111. If you consider this system preferable to the others, would you advocate its adoption on all relief works, whatever the degree of the distress? If you consider it inapplicable in districts in which the distress is very acute, please state your reasons? (North-Western Provinces only.)

112. In what proportion have the adult male workers stood to the women and children? Has it varied greatly in different districts and in the same districts at different periods? Has the proportion differed in the same district and at the same point of time on task-work and piece-work?

113. Can you account for the great preponderance of women and children on the relief works when these exceeded two-thirds of the whole number? Did the adult males find private employment at wages in excess of the famine wage? If so, was it really necessary for the State to support their wives and children?

113A. When failure of crops has caused great rise of prices and expectation of famine in a district, but its circum-

* It is desirable that the witnesses should have read the recommendations contained in Mr. Higham's Final Note. Questions 84 to 93 are intended only for witnesses who have had experience of piece-work.

stances are such as not to justify the opening of relief works or even of test works, is it good policy to at once arrange for special employment of labour by the Public Works Department on ordinary terms? Would such action enable large numbers of labourers to retain longer their independence and their full working power, and in that way would it stave off the time when large numbers become so pinched that private charity and mutual help cease, and famine relief becomes a necessity?

113B. After a famine has been ended by good crops and a fall of prices, is it sometimes advisable to make provision for special employment of labour by the Public Works Department on ordinary terms in order to assist the very poor who have been left without resources, till a continuance of better times has completely restored them to their normal condition?

113C. Under existing rules of account would expenditure incurred in the cases and under the conditions described in the two preceding questions be met from the budget provision for ordinary public works, or would it be charged to Famine Relief?

113D. Have you any suggestions to make with a view to giving more precision to the summary of "Principles for regulating expenditure upon public works in time of famine," circulated to Local Governments by the Government of India's Famine Circular No. 16—104-1 F., dated 13th February 1897, or have you any criticisms to offer?

IV.—Relations of Civil and Public Works Officers in connection with the management of relief works.

114. Can you define the classes of relief works which may in your opinion be most conveniently carried out by Civil and Public Works officers respectively?

115. What powers of control, if any, do you think should be exercised by the Collector and Commissioner, respectively, in regard to the management of relief works which have been entrusted to the Public Works Department?

116. In the case of such works what are the matters for which, in your opinion, the Collector and the Executive Engineer, respectively, should be held responsible?

117. Do you think it desirable that any powers of control reserved to the Collector in the case of works carried out under the agency of the Public Works Department should be delegated to or exercised by his Assistants?

118. What class or classes of men do you think most suitable as officers in charge of a relief work camp, it being assumed that the services of all available Public Works officers and subordinates are required for setting out and supervising the work, conducting and checking the measurements, etc., and on the general duties of inspection and control?

119. Do you consider that the officers in charge should, in the case of works carried out by the agency of the Public Works Department, be placed under the direct orders of the officers of that Department?

120. Do you think that the officers of the Public Works Department who are responsible for the execution and inspection of relief works, can or should also undertake the control of all other matters within the relief camp, such as the payment of labour, the conservancy arrangements, the management of kitchens, bazar arrangements, etc.?

121. Do you think it necessary or desirable that either the officers in charge of relief camps, or the inspecting or controlling officers should be vested with magisterial powers for the maintenance of order in the camp, and if so, to what extent?

122. Was there any essential difference between the systems of management adopted on works under Public Works and those under Civil agency?

123. Do you consider that any of the works carried out by the Civil officers might, with advantage, have been transferred to the Public Works Department, or, *vice versâ*, that any works were carried out by the Public Works Department that should have been left in the hands of the Civil authorities?

V.—Other details of management.

*124. At what intervals do you consider that the payments of wages should be made—

(i) to labourers on task-work,

(ii) to those on piece-work?

*125. In the case of task-work, would you adopt the *pice* unit for payments, or pay to the nearest pie, as worked out by the ready reckoner?

*126. Do you recommend that payments should be made by independent cashiers or by the gang mubarrirs?

127. Has it been the practice in any works to require *chalan* from civil or village officers before admitting newcomers to the works, and if so, do you consider it a desirable practice? What was done in such cases with labourers presenting themselves without a *chalan*?

128. What is your experience in regard to members of aboriginal hill tribes?

(i) Has there been much difficulty in inducing them to attend the works?

(ii) When on the works, have they worked steadily, carried out their tasks and been amenable to discipline?

129. What are the maximum and minimum number of labourers that should form a single charge?

130. Are you in favour of kitchens in all cases in which relief is given to non-working children? If not, under what circumstances would you recommend cash doles?

*131. What do you consider, as a result of your experience, may be considered a fair ratio to the value of the work done if performed by ordinary labour at the ordinary rates of—

(i) the payments actually made to the labourers employed, including the Sunday or rest day wage;

(ii) the total cost of the work, including relief to dependants and all incidental charges?

And support your opinion by statements showing the general results of all the operations under your charge?

*132. Have you any suggestions to make on the question of famine accounts and returns?

VI-A.—Interference with the supply of labour to private employers.

133. Have you received any complaints from the agents of railway or other public companies, contractors, planters, or other private employers, that the opening of relief works affected the supply of labour which they were desirous of employing? If so, give particulars of the complaints.

(For Government officers only.)

134. Did you think there was any foundation for any of these complaints, and if so, was it possible to do anything to meet them?

135. Were the wages or the rates per unit of work done paid by such employers in excess of the normal wages and rates in ordinary seasons, or did they follow in any way the rise in the price of grain?

136. Do you think the rates paid by the employers were insufficient to enable an ordinary able-bodied family accustomed to labouring on works to earn a bare subsistence at the market rates for grain that obtained?

137. What arrangements, if any, would you propose in future famines to prevent relief works attracting labour that would otherwise go to private employers?

138. Can you say if relief operations were assisted in any way by the employment offered by private employers of all classes to able-bodied workers in their immediate neighbourhood other than professional earth-workers? Are you aware whether any works were undertaken by them with this purpose which, but for the existence of distress, would have been postponed to more later date, or whether any special efforts were made or facilities afforded with the object of assisting in the relief of distress?

139. Do you think it would be possible in future famines to utilize the agency of private employers in any way for the purpose of providing more extensive employment for the distressed?

VI-B.—Interference with the supply of labour to private employers.

140. Do you consider that the supply of labour to the works under your control was injuriously affected by the opening of relief works in the neighbourhood or at a distance?

(For employers of labour only.)

NOTE.—Questions marked(*) may be answered by one officer specially deputed for the purpose, or, if the Local Government prefers, the information may be given in the final famine report of the Province, or in reply to the Government of India's Resolution (Revenue) No. 31, dated 25th October 1897, recorded on Mr. Higham's Report.

141. Did you find it necessary to revise your rates after relief works had been opened? If so, give particulars of the rates before and after the opening of relief works, and compare them with those that you have paid in ordinary seasons for the same class of work.

142. How far from your own works were the relief works which you consider interfered with the supply of labour?

143. Have you made any complaints on the subject to any of the officers connected with relief works, and if so, with what result?

144. Do you consider that the establishment of the relief works complained of was necessary as a means of preserving life, or that without them the people who attended them could have found sufficient employment in your own works and elsewhere to earn at least a bare subsistence for themselves and their dependants?

145. If you consider that Government relief of some kind was necessary, do you think it would have sufficed to give to in some other form than relief works, or to have opened relief works on a different principle from that actually followed? If so, state your views on these points.

146. Do you think that it would have been possible to employ local labour in distressed districts upon works under your control, and to have obviated the necessity for Government relief works in the neighbourhood, if Government could have made arrangements for the sale of grain to all labourers on your works at privileged rates considerably below the market rate?

See paragraph 12 of Mr. Higham's notes on Central Provinces.

147. Have you any other remarks on the subject of relief works that you would like to lay before the Commission?

AS TO GRATUITOUS RELIEF.

148. What percentage of the population of the affected area was placed on gratuitous relief at the period of maximum pressure?

149. Did the persons so relieved mainly belong to the agricultural classes resident in rural areas?

150. Do you consider that all the persons thus relieved were incapable of work on a relief work, and were without relatives bound, and able to support them, and had no resources of any kind?

151. In ordinary years how are such persons supported, and why should famine or scarcity throw them upon the State for support?

152. Were the persons who received gratuitous relief in their homes chiefly women and children? To what extent did the women belong to the *parda nashin* class?

153. Can any reliable estimate be formed for a given tract of the number of persons requiring gratuitous relief in their homes during an acute famine? Will the numbers vary with the severity and stage of the distress?

154. If the numbers of relief workers attending the relief works open in a district are small, may it be presumed that no great amount of gratuitous relief is required?

155. In some provinces it appears to have been the practice to require the incapable poor who had able-bodied relatives to accompany the latter to the relief works and there to remain as "dependants." Do you approve of this practice as a test of necessity?

156. Would you give gratuitous relief to an incapable person having an able-bodied relative bound to support him, who declines to go on to the relief work?

157. May it be presumed that gratuitous relief at home is very popular with the people, and that it is sought for by many who are not absolutely destitute or who are capable of labour on the relief works?

158. Was the circle and inspection organization at your disposal sufficiently strong, vigilant, and well-informed to restrict gratuitous relief to those who were incapable of work and would otherwise have starved? Describe the precautions taken.

159. Do you think that the successful administration of this form of relief requires a larger staff of supervising officers in the superior grades than any other kind of relief?

160. Does the acceptance of such relief place any social or caste stigma upon the recipient?

161. Does the knowledge that gratuitous relief is given by the State lead to the drying up of private and village charity quicker than would otherwise be the case, and tend to make the people cast their customary obligations for the support of the poor of the locality upon the State?

162. Could some of the persons to whom gratuitous relief was given have been employed on light manual labour on relief works in or near their village?

163. Could such work have been provided by assisting the land-owners of the village to undertake the construction of tanks or roads or other village works?

164. Central kitchens, where cooked food is provided for all comers without any condition as to residence, have by some officers been preferred to gratuitous relief in the homes of the people, at least in the early stages of distress, or when distress is on the wane. What is your opinion on this point?

165. What are the social and caste feelings of the people as to receiving cooked food in State kitchens? Would the substitution of kitchens for gratuitous relief in the form of grain or money doles, practically exclude, on account of these sentiments, certain classes from relief who really need it?

166. Apart from the sentimental difficulty, would it be practicable to maintain a sufficient number of kitchens so as to be within the reach of all persons requiring gratuitous relief?

167. Was gratuitous relief given in the form of grain or of money? Which form do you prefer?

168. Was it given in the actual homes of the people, or were they required to repair periodically to a central place to receive it?

169. Within your observations was there much malversation or extortion on the part of patwaris or other subordinates employed in the distribution of gratuitous relief? Were there any instances in which persons paid money, or surrendered part of the dole, in order to be placed on the gratuitous list?

170. To what extent was the existing revenue or police organization by villages or larger groups utilized in ascertaining the persons requiring home relief and afterwards in distributing such relief, and how far had it to be superseded or supplemented?

171. To what extent was gratuitous relief administered through voluntary unofficial agency?

AS TO POOR-HOUSES.

172. Was the population of the poor-houses in your $\frac{\text{province}}{\text{district}}$ large at any point of time, or continuously so throughout the famine period?

173. From what classes of the community were the inmates chiefly drawn?

174. Did persons of the better castes or of respectable position object to resort to the poor-houses for relief? Would any degree of pressure have induced them to go there?

175. Compared with any experience you may have had in former famines, do you think the people generally showed decreased reluctance in the late famine to accept poor-house relief? If so, to what do you attribute this?

176. Was the mortality of the poor-house population exceptionally high throughout the period, or in any particular months? Can you account for this?

177. To what extent were the inmates of the poor-houses persons who had wandered from other districts within the province, or from other provinces, or from Native States?

178. From the physical condition of the persons entering the poor-houses and the distances they had come, what opinion did you form as to the severity of the famine, and the degree to which it had broken up households and caused wandering?

179. Were any measures taken to keep down the population of the poor-houses by drafting to works or to their homes all who could properly be thus disposed of? Was this systematically or spasmodically done?

180. Is the poor-house ration prescribed by the Famine Code sufficient? Had the dietary to be varied in the case of weak and sickly persons?

181. Are the rules and appendices of the Famine Code as to the management of poor-houses sufficiently explicit and detailed, and in all respects suitable? Can you point out any defects in them and suggest improvements?

182. Are legal powers required to enable relief officers or district authorities to send persons found begging and wanderers without any means of support and persons who, being able, refuse to work at the relief works, to poor-houses, and to detain them there? Was compulsion in this direction in practice used?

183. Were endeavours made to get work out of poor-house inmates, and with what degree of success?

184. Had any compulsion to be used to detain persons in the poor-houses? Were the inmates free to leave when they chose? Were the departures or escapes numerous?

As to relief centres.

185. Was it found necessary to open relief centres where doles of grain or money were distributed, as an alternative to giving similar relief in the homes of the people? Under what circumstances was this necessary?

186. When relief centres were thus established, was work exacted as a condition of relief from able-bodied persons? What kind of work was exacted?

187. Did the attendance at relief centres tend to become unmanageably large? Was the collection of large numbers of persons at such centres found to be productive of epidemic disease?

188. Does the expedient of relief centres as a substitute for village relief and an organized system of relief works in the early stages of distress commend itself to you?

189. In your experience would it have been better to have completed the village relief arrangements and to have opened regular relief works at an earlier date than was actually the case, in localities where relief centres were resorted to?

190. Are there any special tracts of country or any particular conditions of the population which make relief centres preferable to village inspection and village relief and to regular relief works?

191. Approximately what area was a relief centre expected to serve?

192. Was voluntary unofficial agency available and utilised to any large extent in the working of relief centres?

As to relief kitchens.

193. What is your view of the functions of relief kitchens at which cooked food is supplied to destitute persons without the condition of residence?

194. Are they required chiefly in connection with relief works for the non-working children and other dependants of relief workers, or may they advantageously be established elsewhere for the relief generally of the incapable poor?

195. At the beginning or end of a famine to what extent is it expedient to substitute kitchens for gratuitous relief in the houses of the people?

196. Was cooked food given at the relief kitchens to all applicants, or only to those furnished with a kitchen ticket by an officer or village headman?

197. When such kitchens became numerous, was strict supervision over the persons in charge difficult to maintain? Was there waste or misapplication of food? What arrangements to prevent this were made? Were the kitchens ordinarily placed under the direct charge of officials, or of zamindars and other private persons?

198. Is it preferable to relieve the non-working children and other "dependants" of relief workers by means of cooked food, or by money doles to the parents? In your experience could parents to whom money was given for this object be trusted to expend it on their children?

As to loans to cultivators and land-holders.

199. To what extent have State advances been made to land-owners and cultivators for land improvements, for seed-grain and cattle, and for subsistence, in the late famine?

200. In the case of money advanced for land improvements, have the recipients, as a rule, spent it on the object for which it was lent, namely, on the employment of labour? Or have they otherwise utilised it?

201. Have the sums advanced for cattle and seed been of much benefit to the cultivating classes? Could more money have thus been advantageously spent?

202. What periods for recovery have been fixed for the different classes of advances?

203. Have advances been given to land-owners and cultivators for purchase of food, and under what restrictions as to the amount advanced and as to the time of the year in which the advance was made?

204. Do you approve of the principle of such subsistence advances, or do you think that cultivators requiring money for food should be required to submit to the self-acting test of accepting work on a relief work?

205. Is it more economical to aid by such advances cultivators who possess some property in land and cattle than to offer them work and wages?

206. Would not every cultivator want to borrow instead of going to the relief works, and would not this mean a very large outlay by the State on loans, and an increase of indebtedness among the cultivators?

As to suspensions and remissions of land-revenue.

207. To what extent has land-revenue been suspended or remitted in the parts of your $\frac{\text{province}}{\text{district}}$ affected by the late famine?

208. Have measures been taken to secure that the relief thus given reached the cultivating tenant? Does the law provide for this? If not, is legal provision desirable?

209. Has this form of relief been of much advantage to the land-owning and cultivating classes? To what extent has it kept them from the relief works, or tended to prevent them from falling into debt?

210. Do you think that the land-revenue which has been suspended and not remitted will be recovered without pressing severely on the land-holders, should seasons be good?

211. Will such recovery be spread over several seasons by means of instalments? Will the corresponding rent suspended be distributed in similar instalments?

212. Does suspended rent carry interest? If so, ought it to do so?

213. Has the Government power to direct suspension of rent on estates held free of land-revenue, when it directs suspensions of rent and revenue on revenue-paying estates? Is such power necessary?

214. In regard to suspension and remission of land-revenue in temporarily-settled tracts, do you think it might with advantage be made a general rule of practice that in regard to estates held by self-cultivating as distinct from rent-receiving owners, when the crop is reported to be, say, below a 4-anna one, and only sufficient to feed and clothe the owners and their dependants and cattle, the proper treatment is immediate remission, not suspension?

215. Can you form any idea to what extent the private indebtedness of the land-owning and cultivating classes has been increased through the famine? Do the stamp or registration receipts indicate increased borrowing and more transfers of land? Has the borrowing in many cases been on a scale which must involve ultimate ruin to the borrower?

As to the use made of forests.

216. What measures were taken to open State and private forests to the people for grazing, or for collection of grass or leaves, or of edible fruits, roots and grass seeds; and what was the effect of such measures?

217. Do you think that the forests might have been more fully made available for these purposes than was the case?

218. Were any departmental operations undertaken for collection and despatch of compressed grass to the distressed tracts, and with what result?

219. What kind of food do the people get out of the forests?

As to orphans.

220. How should orphans who have been maintained by the State during famine be disposed of at the end of a famine?

221. In the case of orphans who, during the famine, have been temporarily made over by the relief officers to private orphanages and payment made by the State for their support, should the Government continue its aid to the private orphanages after the famine?

As to private charitable relief as auxiliary to state relief.

222. Have you any suggestions to offer regarding the statement of the objects to which private subscriptions for relief of distress caused by famine may legitimately be applied as set forth in the *Gazette of India* of 9th January 1897.

223. Do you think any of these objects trench upon the field of Government relief operations?

224. In view of the fact that during the currency of a famine the Government makes itself responsible as far as may be practicable for the saving of life by all available means in its power, do you consider the statement of the second object satisfactory; if not, how should it be modified?

225. Do you think the second object could properly be restricted (*a*) to the giving of clothing and other extra comforts to the orphans, and (*b*) to meeting the cost of their education in some useful craft befitting their station in life and of their maintenance after the end of the famine?

226. Are any special rules or measures necessary to prevent overlapping of charitable and Government relief under Object III; if so, what would you suggest?

227. Do you consider the opening of grain shops, where wholesome food-grains would be sold at rates below the prevailing market rates, a legitimate method of giving relief to respectable persons with small fixed incomes who, though suffering great privations from abnormal rise in prices, would not accept purely gratuitous relief either from Government or from the Charity Fund?

228. Is the opening of these cheap grain shops likely to interfere with private trade, provided the benefit of them be extended only to a selected number of persons? Were such shops started in your district, and did they interfere with private trade?

229. Are you aware that the opening of these shops from the Indian Famine Charitable Relief Fund operated to steady the market and to prevent fitful raising of rates?

230. To render the help effective, do you think that the relief to broken-down agriculturists should not be confined to the period when acute distress is subsiding, but that it should be given just before the commencement of the agricultural season, even though distress might then be at its height?

231. What class of agriculturists should generally be helped under Object IV?

232. Do you think the Charity Fund could be properly applied in relieving agriculturists who are in a position to get statutory loans (*taqavi*) from the Government?

233. Do you think it could be usefully spent in supplementing *taqavi* advances where they are not enough to meet all the agricultural requirements of the recipient, including the subsistence of himself and his family, during the interval between the sowing and the harvest?

234. Do you consider the operations of the Indian Famine Charitable Relief Fund as supplementary to Government relief have served a useful purpose; if so, in what way?

235. Can you describe briefly the nature and the extent of the relief granted from the Charity Fund in your province?

236. Can you give the number of persons relieved under each object in your province?

237. What form of relief under Object I was the most popular and evoked the greatest gratitude?

238. What form of relief under Object III did the greatest amount of good at the smallest cost to the fund?

239. Do you think it was right to spend the bulk of the fund in helping broken-down agriculturists?

240. Do you think the expenditure of such a large portion of the fund under this head has, besides doing substantial good to the persons helped, resulted in great economic advantage to the country generally?

241. Can you state what is the approximate area sown with aid from the Charity Fund in your province?

As to Emigrants and Wanderers.

242. What arrangements were made for the relief of starving wanderers? Were the numbers of such wanderers so large as to attract attention? If so, to what causes was their presence due?

243. Would there have been so much wandering had more works been opened or village relief or relief centres more largely extended? Is it possible by any relief methods to prevent jungle people, or people with whom it is a custom to migrate at certain seasons of the year, from wandering?

244. Was the death-rate of the $\frac{\text{province}}{\text{district}}$ sensibly affected by deaths among wanderers in poor-houses or on relief-works?

245. Were the wanderers persons ordinarily residing within your $\frac{\text{province}}{\text{district}}$, or were they from other $\frac{\text{provinces}}{\text{districts}}$, or from Native States? If from other $\frac{\text{provinces}}{\text{districts}}$ or from Native States, why were they attracted to your $\frac{\text{province}}{\text{district}}$?

246. Was any difference made in the treatment of wanderers from your own $\frac{\text{province}}{\text{district}}$ and those coming from other $\frac{\text{provinces}}{\text{districts}}$ or from Native States?

247. How do you think wanderers or emigrants from other $\frac{\text{provinces}}{\text{districts}}$ or from Native States should be dealt with?

As to the mortality during the famine period.

248. What was the ratio of deaths per thousand of population in the famine area of your $\frac{\text{province}}{\text{district}}$ for the five-year period 1891-95 preceding the famine? What was this ratio during 1896 and 1897?

249. How far has the higher ratio in the latter two years been due directly to scarcity of food or to the indirect effects of such scarcity?

250. If, in spite of the privations consequent on scarcity of food, there has been little or no increase in the ratio of mortality, do you attribute this result entirely to the success with which the distress has been met by relief measures?

251. In dry years, unaccompanied by scarcity, the health of the people, it is believed, is ordinarily very good and the mortality abnormally low? The year 1896 was an exceptionally dry year, and as a consequence the mortality would presumably, under ordinary circumstances, have been below the average; would it not seem reasonable to attribute to causes connected with scarcity not only all mortality in excess of the normal death-rate, but also the difference between the abnormally low death-rate of a year of light scanty rainfall and the normal death-rate of years of ordinary rainfall? Would not the compensating influence on the public health resulting from exceptional dryness of season tend to mask the full effects of scarcity of food?

252. On the other hand, an abnormally dry season often results in a short supply of potable water as well as to a concentration of impurities in such supply; do you attribute any part of the excessive mortality during the period of famine to this cause of unhealthiness? Do you think that cholera may have been originated or intensified by this cause?

253. Prevalence of bowel-complaints, dysentery and diarrhœa in communities leads to a suspicion that the food-supply is insufficient, or unwholesome or badly cooked. Did these diseases cause a high mortality in the famine area of your $\frac{\text{province}}{\text{district}}$, and could their prevalence be ascribed to an insufficient or unwholesome dietary?

254. Do you consider the diet supplied to the different classes of relief-workers, to the poor-house inmates and to those fed at the kitchens, to have been sufficient to maintain the recipients in health? Would you, as a result of your own observations, suggest any alteration in the scale of diet laid down in the Famine Code?

255. Can you state the number of deaths which were directly due to starvation in your $\frac{\text{province}}{\text{district}}$ during the famine? Also the number of those who died indirectly from privation? Was the mortality greater amongst women than amongst men, and amongst children and the aged than amongst adults? Did parents frequently, under stress of want, neglect or abandon their children?

256. Of the deaths due to starvation, how many can you enumerate which could have been prevented by the timely

intervention of the State? Explain, if you can, how in these cases the relief measures adopted by the State failed in saving life?

257. Were, in your opinion, the measures of State relief defective either in principle or in their working? Do you think the mortality amongst the people in receipt of State aid was to any extent due to insanitary conditions prevailing in the relief camps, poor-houses, and food kitchens, and can you make any proposals with the object of securing improved sanitary conditions in future famines? Was every practicable precaution taken to provide and protect against contamination pure water-supplies for relief-camps and poor-houses?

258. Was the staff of Medical Officers and Hospital Subordinates sufficient during the famine, and were they provided with an adequate supply of medicines and medical comforts for the use of the sick?

As to the pressure of population.

259. Has the population of your $\frac{\text{province}}{\text{district}}$ increased since the taking of the census of 1871? If so, will you state what this increase has been from 1871 up to the end of 1896, this latter being probably the latest year for which the complete figures are available?

260. Is there any evidence of a continuous increase in the birth-rate or decrease in the death-rate?

261. What has the average increase of population been per cent. per annum for each year included in the period mentioned?

262. Do you attribute this increase solely to the natural and unrestrained fecundity of the people, or are there other, and if so what, additional causes?

263. What effect on the growth of population in India would you assign to the enduring peace maintained within our borders, to the suppression of infanticide and widow-burning, to sanitary works and improvements, to the extension of vaccination, and to the strenuous endeavour to prevent the loss of a single life in periodically recurring famines?

264. Has the area under food-grains in your $\frac{\text{province}}{\text{district}}$ increased *pari passu* with the increase of population? Or has the food-producing capacity of the $\frac{\text{province}}{\text{district}}$ been increased by irrigation and improved methods of cultivation at a rate sufficient to meet the wants of the increasing population?

265. What importance do you assign to this growth of population in bringing about in ordinary years an increase in the price of food, and so rendering existence more difficult and precarious?

266. Have the wages of the labouring classes increased as rapidly as the prices of their food-stuffs?

267. Are increase of population and higher prices, unaccompanied by a corresponding rise in the wages of the working classes, indications of diminished stocks of food in the country? Would scarcity be likely to intensify more rapidly into actual famine under conditions of dearer food and a greater number of people earning low wages?

268. The immediate effects of irrigation works and improved methods of cultivation being assumed to increase the production of food for man and beast, what, in your opinion, would their more remote effects be? Would they, in a population of great fecundity and exercising no restraint on such fecundity, tend to cause the people again to multiply up to the limit beyond which the soil could not further support them?

269. How would you propose to obviate this tendency of the growth of population to press close upon the amount of food available for its support?

270. In England we know that the same problem has been solved by emigration to lands in need of population. Could the same solution be applied to India?

271. In England, unrestrained fecundity is confined mainly to the lower and more ignorant classes. The educated classes, with certain exceptions, exercise control and foresight with regard to the number of children they bring into the world. Is education, within a measurable period of time, likely to pervade the millions of India to such an extent as to lead them to practise similar control and prevision?

272. Irrigation, we assume, increases the productiveness of the soil; it is also acknowledged to be concerned in the generation of malaria in many extensive tracts of the country. Malaria, we have proof, lessens the fecundity of the people. Do these facts suggest to you the involuntary establishment of an equilibrium between the population and the food production of irrigated tracts? Would such equilibrium, brought about in the way which these facts suggest, be a result to be desired?

As to the ordinary food of the people.

273. In the tracts liable to famine in your $\frac{\text{province}}{\text{district}}$, which are the food-grains ordinarily used in their homes by well-to-do labourers and artizans? Please answer separately, if necessary, for town and country and for winter and summer.

274. How many meals do they eat in the day, and of what eatables and drinkables does each meal ordinarily consist?

275. If any of the ordinary food-grains happen to be unprocurable, what other grains do they sometimes substitute.

276. Of these occasional substitutes, which do the people consider most and which least palatable and digestible?

277. What do they say in objection to other grains which might probably be substituted, but which they practically never use?

278. What food-grains were used in poor-houses and kitchens, and at relief works under your observation during the recent famine?

279. How many meals a day did the people get in poor-houses and kitchens, and of what eatables and drinkables did each meal consist?

280. What sort of complaints were made as to the kind of food or plan of meals?

281. How does the diet given at famine relief poor-houses and kitchens compare with the authorized scale of prison diet?

As to food-stocks and prices.

282. Was the great rise in prices of the common food-grains, which occurred in September to November 1896, and was more or less maintained for the next twelve months, in your opinion a reasonable rise? That is to say, was it fairly proportionate to the failure of harvests, lowness of local stocks, and cost of replenishing them? If you think the rise was more than reasonable, to what do you attribute it?

282A. In market towns which came under your observation, was it possible to identify the persons who fixed the bazaar or current rates of food-grains declared from time to time? How far were these current rates strictly followed by the local retail traders?

283. Do you think that the depreciation of the rupee in relation to gold which has been going on has any effect in the direction of making prices of food-grains jump up quicker and higher than formerly when crop failures occur? Has there been a permanent rise in the average price of food-grains in India within the last twenty years? Has the rise been greater in respect of some kinds of grain than of others?

283A. What was the difference in prices prevailing in the distressed area under your observation, and in prices in neighbouring districts where the crops had not failed to such an extent as to make relief necessary? Did the difference appear natural and reasonable in degree?

284. What material fluctuations of prices of grain occurred in the 12 months after 1st November 1896 in the distressed area under your observation? To what did they seem due, and was the trade sensitive? That is, did grain flow in quickly and freely in response to each rise of price from accessible markets where prices were lower? If not, state what in your opinion were the reasons or obstacles which impeded the activity of trade?

285. In the distressed districts under your observation, could the towns-people and villagers, who had money but no private stocks of their own, at all times buy their customary food-grains and condiments at the rates quoted in the nearest grain marts, or had they sometimes to pay much higher?

286. Were the people in receipt of relief in the shape of cash at works or in the village, always able to buy grain at the rates supposed to be current?

287. Were food-grains of the common kinds exported from distressed tracts under your observation while the high prices prevailed? If so, was this due to still higher prices elsewhere, or to want of capital for large purchases in distressed tracts or some other reason?

288. Were fortunes made in the grain trade during the high prices? If so, by what classes and by what sort of trade or speculation? Was it genuine buying to put on the market, or of the nature of time bargain or speculation for a rise?

289. Were the grain pits or godowns of the grain dealers for the most part opened and largely depleted at the close of the distress, or were many unopened and most but little depleted?

290. In distressed tracts under your observation had any of the cultivators and land-owners what may be considered surplus private stocks of food-grain? If so, did they generally sell such surplus or hold up all they had from panic or other reasons?

291. While the high prices prevailed, did those cultivators, who had grain to sell to dealers, get prices as proportionately higher than usual as those the grain-dealers were selling at?

292. Were the wholesale dealings between grain-dealers at prices as near to retail prices as they usually are?

293. To what extent has the habit of storing food-grains in pits or other receptacles diminished among the grain dealers, landholders and cultivators of the tracts producing large crops of the common grains? What are the reasons for such diminution?

294. In such tracts have the railways and roads extended into them had the effect of stimulating the export of the annual surplus production to sea-ports, and to rich districts where more valuable crops are produced? When crops fail and prices go up in such tracts, is private trade ready to import freely into them?

295. To what extent were proprietors of land, State raiyats and under-tenants among the classes which asked for and got relief?

296. To what classes did the mass of persons relieved belong?

297. To what was the inability of the distressed people to buy grain at the high prices principally due? Did non-agricultural employment of labour fall off as much as agricultural employment?

298. Did wages of any class of labourers, artizans, or servants go up in any degree in consequence of the rise of prices? If not, why not?

299. Has competition of foreign goods or of goods produced by Indian Mills seriously reduced the purchasing power of any class of artizans or labourers in the tracts under your observation?

300. Can you compare recent with former famines, and say whether the different classes of people seemed this time to have more or less power of resisting destitution?

301. Do you observe any change in their attitude of reluctance to go to poor-houses or to relief-works?

302. Did they sell jewelry, brass pots, and cattle, as much as formerly? Did fall in value of silver jewelry make them reluctant to sell it?

303. What action, if any, was taken by officers of Government in the affected area under your observation to encourage importation of food-grains, or otherwise stimulate the activity of private trade? What was the result for good or bad of such action?

303A. What action was taken, if any, in any locality under your observation to supplement or stimulate activity of local grain-dealers in importing food-grain? What was the result?

304. Suppose that instead of relying entirely upon the action of private trade and the Indian market, the Government had resolved to import grain from abroad to a notified amount and for a strictly limited purpose, that is, for use at a large number of its poor-houses, kitchens, and relief works: suppose also that Government so imported either directly or through contractors, and adopted all possible precautions against obstructing the movements of private trade: what effect in your opinion would such action have had (1) on the cost of relief to the State; (2) on the prices of food-grains in the bazars or open markets; (3) on the activity of private trade?

305. In the districts under your observation had you ever good reason to believe in the existence of local rings of grain-dealers formed to keep up prices of food-grains above the rates naturally resulting from the law of supply and demand? If so, how far did such rings succeed in their purpose, and for how long?

If you think such rings can be successfully formed at the present day in India, can you suggest any legitimate method of breaking them, which would in your opinion have the desired effect, and be on the whole distinctly advantageous?

Regarding the grain trade.*

306. How far and in what ways was the export by sea of the various food-grains affected by the famine and scarcity?

307. How far and in what ways was the export by sea of other commodities affected?

308. How far and in what ways was the import by sea — (1) of food-grains, (2) of other commodities affected?

309. Is there any evidence that a permanent rise in the price of food-grains in India has taken place of late years?

310. If such a rise has occurred, do you think that it is in any way connected with the fall in the Indian exchange?

311. Is the export of food-grains from India in a series of years on such a scale as to materially affect the ability of the country to feed the population, or to materially reduce the reserve stocks held at a particular point of time in the country?

312. In ordinary years is the import of food-grains by sea, for consumption in the port-town and for distribution into the interior, large?

313. Is this trade in the hands of European or native firms?

314. What grains are chiefly imported and from what foreign ports?

315. When prices of food-grains rose rapidly at the end of 1896, were the stocks of rice and other food-grains large in the port?

316. So far as the information went, were food stocks large in the interior of the country, or in any particular province? What was the general impression as to the extent to which these stocks would prove sufficient for the food-requirements of the country without importation from abroad, and would be placed on the market, or held up?

317. Did the high prices reached at the end of 1896 lead to much speculative dealings in grain?

318. Were these high prices maintained? Were they followed by an active import of grain from foreign ports?

319. Did the price of rice in Burma and of wheat and maize in Europe and America rise in consequence of apprehension of diminished food exports from, or of an anticipated demand on account of, India?

320. Were shipments of grain made from American or European ports to India? If they were only on small scale, what was the cause?

321. Was there a sufficient margin at the end of 1896 between the prices of wheat or maize in India and the prices of these grains in Europe and America to make import into India profitable?

322. If such a margin existed, but grain was not imported, what were the obstacles in the way of the establishment of the trade?

323. In ordinary years what quantity of rice does Burma export to India and other countries? Please give figures showing the distribution.

324. From November 1896 to October 1897 what quantity of Burma rice was imported into this port?

325. Were these imports mainly for despatch to the interior?

326. Were the firms on whose account these Burma imports were made chiefly European or native firms?

327. Were these imports made on the order of up-country grain-dealers for Burma rice, or by Calcutta firms at their

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* Note.—These questions are intended for witnesses put forward by the Chambers of Commerce, and for experts specially invited by the Commission to give evidence.

own risk in anticipation of the demand of up-country dealers?

328. Was any difficulty at first experienced in getting up-country grain-dealers to take Burma rice, and did stocks in consequence tend to accumulate and the price to fall in the port.

329. Was there always a profitable margin between rice prices in Burma and here to admit of continuous import here?

330. It has been stated that in the event of India requiring large imports of grain from America or Europe, European firms at the ports would find more difficulty in engaging in such import trade than in the case of the grain-export trade; that is to say, the reversal of the ordinary process of trade would be accompanied by special risks and difficulties. Is this so?

331. The largest export houses have, it is believed, many up-country agents in the interior who place contracts for purchase of grain for export with native grain-dealers. In the event of India requiring to import grain, could not contracts for sales of grain be placed with up-country dealers by the same agency?

332. Would the ordinary course of trade be for the European importing house to deal with the native firms in the port, and for those firms to place the grain in the up-country markets? Would the European houses import at their own risk, or only in fulfilment of contracts with native firms?

333. Within how many days could 20,000 or 30,000 tons of wheat or maize be landed in India from Europe or America after a contract had been placed in this port?

334. In that interval prices in India might have so fallen as to prevent the importer from making the profit he had anticipated?

335. Is this contingency one of the causes which might prevent grain from being imported from distant countries to India, in spite of prices being so high for the time being in India as to hold out expectations of considerable profit?

336. Might there be a serious panic in the Indian grain markets, resulting in dealers refusing to sell or extremely high prices being asked, without its leading to imports from abroad being arranged for?

337. Do you think that the offer of a bounty on each ton imported, or the direct purchase by Government of grain for feeding the poor on relief works, would have eased the market? To what extent would any such measure have discouraged private trade?

338. What would have been the effect in the grain markets of foreign countries of intelligence that the Indian Government was purchasing, or encouraging the importation of grain? Was the want of activity in the grain import trade from America or Europe in any way due to the dearness of money in India in the winter of 1896-97, and to difficulty in obtaining accommodation? If so, could Government with advantage have stimulated import by loans or contracts?

339. The relief workers were paid a cash wage sufficient to enable them to buy a stated quantity of food, the wage varying week by week with the local grain-prices. If Indian food-prices throughout the famine were lower than the price at which grain could be laid down in India from Europe or America, might not importation by Government of food for some of the relief works have made those particular relief operations costlier than they have actually been?

340. Would this disadvantage have been compensated by a lowering of prices in India, owing to which other relief works would have been less costly, and the public would have been enabled to buy food at lower rates?

341. If we may suppose that prices would have fallen in consequence of the Government undertaking to import from abroad to feed the relief workers, would this have caused less rice from Burma to have been imported?

342. What reductions were made in railway rates on grain from the sea-board to the interior, and had such reductions an effect on trade?

343. Can you think of any possible combination of circumstances under which it would be advisable for the Indian Government to import foreign grain itself for its relief purposes, or to stimulate such import by the trade by loans, contracts or bounties?

344. Was there ever a time during the recent famine when Government might, in your opinion, have tried such measures with advantage?

345. Can you conceive of any case in which prohibition of exports would in your opinion be of advantage?

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